



USAID | INDONESIA
FROM THE AMERICAN PEOPLE

MANAGING BASIC EDUCATION

Developing Local Government Capacity

ANNUAL PROGRESS MONITORING REPORT OCTOBER 2004 – SEPTEMBER 2005

PHASE 1 & 2 DISTRICTS

Phase 1:

Kabupaten Pati
Kabupaten Pacitan
Kabupaten Probolinggo
Kabupaten Banyuwangi

Phase 2:

Kabupaten Kebumen
Kabupaten Banyumas
Kota Madiun
Kabupaten Blitar
Kota Batu

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LIST OF ABBREVIATIONS

APBD	District (or Provincial) Local Government Budget
CLCC	Creating Learning Communities for Children (a UNICEF /UNESCO project)
BOS	Bantuan Operasional Sekolah
CTL	Contextual Teaching and Learning (active learning approach used in junior secondary schools)
Dinas Pendidikan	Education Office of Local Government (District and Province Levels)
DPRD	Local parliament (District and Province Levels)
KBK	Competency based curriculum
KKG	Teachers' Working Group (Primary Schools)
KKM	Madrasah Teachers Working Group
Madrasah	Islamic School
MBE	Managing Basic Education
MGMP	Secondary School Subject Teachers' Discussion Group
MKKS	Principal's Working Group
MI	Madrasah Ibtidayah (Islamic Primary School)
MTs	Madrasah Tsanawiyah (Islamic Junior Secondary School)
PAKEM	Active, Creative, Effective and Joyful Learning (active learning approach used in primary schools)
Pengawas	School Supervisor
PMEP	Performance Monitoring and Evaluation Plan
RAPBS	School Budget
RIPS	School Plan
SBM	School Based Management
SD	Primary School
SMP	Junior Secondary School
S/T	Student: teacher ratio
USAID	United States Agency for International Development

1. MANAGING BASIC EDUCATION

1.1 The Managing Basic Education Program

The MBE program has been running since mid-February 2003. The contract for the initial Phase of the project finished on 31 August 2004 but has been extended until 31 March, 2007.

The project was originally designed to support USAID's priority of building capacity for local government service delivery. The principal objectives were to help selected local governments to improve the efficiency and effectiveness of their basic educational services and to strengthen the position and role of local stakeholders – parents, teachers, community organisations and local parliaments – in the planning, management and implementation of basic education.

The MBE project now has three main objectives. They are to:

- help local government to improve the efficiency and effectiveness of their basic education services
- strengthen the position and role of local stakeholders in the planning, management and delivery of basic education
- contribute to improving the quality of basic education in selected districts.

MBE is working within the context of USAID - Indonesia's new education strategy. Within this new strategy, MBE now has a greater focus on improving the quality of learning and teaching than previously. MBE works under two of USAID's intermediate results areas (IRs) set out under this new education strategy as follows:

IR 1: Decentralized management and governance of schools

- IR 1.1: Increased capacity of local governments to plan for and manage education services
- IR 1.2: Increased community participation in the provision of education, and
- IR 1.3: Replication of local government best practices.

MBE focuses on local government management of the education system, school management, and education funding to support this IR.

IR 2: Improved Quality of Teaching and Learning

- IR 2.1: Better teacher performance as a result of in-service teacher training
- IR 2.2: Better student and school performance.

MBE works on teacher in-service training and the application of better teaching in the classroom to support this IR. MBE does not address pre-service teacher training. The new USAID Decentralized Basic Education project will have direct inputs into this.

1.2 MBE Districts, Municipalities and Target Schools

It was decided to work mainly in districts and municipalities where local governments had shown willingness to reform and to innovate.

During the first Phase, MBE worked in five districts, starting in June 2003 and subsequently expanded its activities to ten districts in June 2004. In May 2005 the final eleven Phase 3 districts joined the project. The project has now expanded to work in a total of 20 districts and 402 schools in the period 2005 – 2007. All districts are in East and Central Java. Participating project districts in MBE are listed in Table 1 below. Districts from all three Phases are listed to emphasise the overall scale of work to be achieved in the forthcoming implementation period in relation to the outcomes and recommendations of this Report.

The project is focusing its activities in each district on 20 schools in two or three sub-districts and on the Dinas Pendidikan¹. One sub-district is generally more urban and one more rural in nature, in order to build models of development which are widely applicable. Within these sub-districts the project is working with schools to develop models of school based management, community participation and improved teaching. The schools include both conventional and religious (Madrasah) primary (SD and MI) and junior secondary schools (SMP and MTs).

Table 1: Districts and Municipalities Participating in MBE

Province	Phase 1, June 2003	Phase 2, June 2004	Phase 3, May 2005
Central Java	Batang ² Pati	Banyumas Kebumen	Purbalingga Purworejo Semarang Sukoharjo Kota Magelang
East Java	Pacitan Probolinggo Banyuwangi	Blitar Kota Madiun Kota Batu	Magetan Malang Nganjuk Situbondo Trenggalek Kota Pasuruan

1.3 Defining Monitoring and Evaluation

Monitoring is a process of gathering information for the purposes of making judgements and taking decisions. Monitoring is concerned with assessing the implementation progress of MBE and proposing actions, based on available evidence, to identify good practices and to correct problems where they occur.

Monitoring is an important management responsibility during implementation. Monitoring focuses on *processes*. It is primarily concerned to describe *what* is happening, rather than offering analyses and explanations of *why* or *how* something has happened unless this information is readily available from the monitoring data collection. This Report focuses primarily, although not exclusively, on monitoring.

Evaluation, like monitoring, is also a process of gathering information for the purposes of making judgements and taking decisions, but in this case it is in relation to the *results* or *outcomes* of project implementation. Evaluation is concerned to know *why* outcome occurred and *how* outcomes were achieved. A subsequent report will focus on evaluation studies to be carried out in the New Year. This evaluation will require more detailed work than was possible with the resources available for monitoring in September 2005.

¹ In Kota Madiun and Kota Batu the MBE program is working in three sub-districts, as these municipalities have only three sub-districts each. In Kabupaten Probolinggo the program is also working in three sub-districts.

² From 2003 MBE worked with Batang district. By mutual agreement, MBE ceased activities in that district in August 2004. The monitoring undertaken and reported here does not include information about Batang.

1.4 Design of the School Sample for Monitoring

The school data presented here is from a sample of schools from each of the nine MBE districts. The sampling design has yielded a stratified sample of 77 schools from the total 182 targeted schools in MBE. Overall this is a 42% sample of all schools participating in MBE. Within each district, the schools were selected to give a spread of types of schools from sub-districts supported by MBE. The distribution of schools monitored is shown in Table 2.

Madrasah (especially MTs) and SMP are slightly over-represented in the sample. This representation is deliberate and was done partly because of the relatively small number of Madrasah and SMP in MBE compared to conventional primary schools (SD) and partly because of the decision to select at least one representative MI and MTs in each target district. The percentage of each school type in the sample reflects the structure of the school population in MBE quite closely (Table 2).

As far as possible, Phase 1 schools monitored in 2004 and Phase 2 baseline survey schools were selected for the 2005 monitoring to enhance between-year comparisons.

Within schools, representation of grade levels in primary schools and subject areas in junior secondary schools was achieved using the following classroom selection guidelines:

- The teacher of the class has participated in PAKEM/CTL training
- In SD/MI, the three classes observed are to be: Grade 2, Grade 4 and Grade 6
- In SD/MI, alternative classes to be observed where Grades 2, 4 or 6 are not available are: Grade 1 (for Grade 2), 3 (for Grade 4) or Grade 5 (for Grade 6)
- In SMP/MTs, the three classes observed are to be taken from Class 1 (if not available Class 2). The three classes to be observed in schools (with alternatives shown) are:
 - Bahasa Indonesia (Bahasa Inggris)
 - Mathematics (IPA)
 - IPS (or one other subject from the above not yet observed).

The sample of classes observed totalled 150 in SD/MI and 81 in SMP/MTs.

In order that monitoring of teaching and learning could be as 'natural' as possible, monitors were instructed not to give warning to schools and to teachers about the monitoring program in advance of their visit. The extent to which monitors complied with this instruction is not known. However, as schools to be monitored were usually nominated on the day prior to monitoring, and classes selected at the time of the visit, the opportunity for special preparation was strictly limited.

MBE believes the results of this monitoring of districts and the sample of schools and classes is representative of the target population of schools and districts participating in the program. This belief is based on the school sample size, the representation of grade levels, types of schools, district sampling and class selection, and observation strategies. As well, the on-going observations of schools and district level management over an extended period of time provide confirming evidence of outcomes reported here.

It follows that MBE is confident with generalizing from the sample presented here to the population of Phase 1 and Phase 2 schools participating in MBE.

Table 2: School Sample in Relation to Numbers of MBE Target Schools

District	SD		MI		SMP		MTs		Total	
	Target	Sample	Target	Sample	Target	Sample	Target	Sample	Target	Sample
Pati	12	4	2	1	4	2	2	1	20	8
Pacitan	10	4	4	2	4	2	2	1	20	9
Probolinggo	11	5	4	2	4	2	2	1	21	10
Banyuwangi	12	5	2	1	5	2	1	1	20	9
Kebumen	12	4	3	1	4	2	2	1	21	8
Banyumas	12	4	2	1	4	2	2	1	20	8
Madiun	13	4	1	1	5	2	1	1	20	8
Blitar	12	4	2	1	4	2	2	1	20	8
Batu	14	5	1	1	4	2	1	1	20	9
Total	108	39	21	11	38	18	15	9	182	77
% of target / sample schools in MBE	59	51	12	14	21	23	8	12	100	100

1.5 Monitoring Teams and Processes

In September 2005, small teams of 8 or 9 MBE consultants, District Coordinators and MBE Facilitators made monitoring visits to each of the Phase 1 and 2 districts Dinas Pendidikan and to the selected sample of supported schools. The function of these teams was to assess the evidence of current practices and achievements in schools and districts.

Material was gathered by structured questionnaire, examination of documentary evidence, discussion with principals, teachers and local government officials, and by direct observation. As far as practicable, every effort was made to secure reliable data by seeking supporting evidence of processes and outcomes. In the case of the evidence of district planning and resource management, this was relatively straightforward because claims made by officials could be tested by checking official planning documents. In the case of financial data, this process was less straightforward as the monitors had to rely, in many cases, on the integrity of single-source data provided. In schools, observation of classroom learning and teaching provided direct confirmation of evidence presented by principals in discussion or in documents such as school plans.

Information was recorded directly onto prepared structured questionnaires and observation sheets. Data was subsequently entered onto spreadsheets for analysis and reporting.

1.6 Approaches to Monitoring, 2004 and 2005

This 2005 monitoring report is the first report to be fully based on the *Performance Monitoring and Evaluation Plan* (PMEP). The PMEP was being developed in the last quarter of 2004. This was at the same time as the 2004 monitoring program of the Phase 1 districts was being implemented. That Phase 1 monitoring program was completed before the PMEP and discussions on the re-alignment of MBE with the new USAID education strategy had concluded in December 2004. The re-alignment is set out under the USAID's intermediate result areas of decentralized school management and governance and improved quality of teaching and learning. Accordingly, the structure and coverage of this 2005 Report differs in some ways from the 2004 Report.

Reference is made in this Report to some outputs and activities identified in the PMEP but not as yet included as an activity in past or currently approved Work Plans for MBE. An example of such an output is district-level planning which is discussed in detail in Section 3.

1.7 Monitoring Report Presentation

This Report is presented using the following layout convention.

The MBE *Performance Monitoring and Evaluation Plan Manual* (PMEP) sets out a logframe table which specifies in detail the objectives, outcomes outputs, activities, indicators and targets to be achieved over the duration of the program. To simplify reporting and to make it consistent with the PMEP, each sub-section of this Report is structured around an extract of the PMEP showing the expected MBE project outcome, output or activity and its related indicator, target and results.

2. SUMMARY OF FINDINGS AND RECOMMENDATIONS

2.1 Introduction

MBE works within the context of USAID/Indonesia's new education strategy. The strategy has a focus on two of USAID's intermediate results areas (IRs):

- IR 1: Decentralized management and governance of schools
- IR 2: Improved quality of teaching and learning.

In May 2005 the final eleven Phase 3 districts joined the project. All MBE districts are in East and Central Java.

This monitoring report is of the nine Phase 1 and Phase 2 districts only, as listed below. The purposes of the monitoring surveys are to provide feedback to key stakeholders, to guide decisions about project implementation strategies, and to present data relating to the project performance indicators agreed with USAID.

In addition, the lessons that are learned from monitoring will be of benefit to the new Phase 3 districts and schools as well as to other basic education projects in Indonesia.

Province	Phase 1, June 2003	Phase 2, June 2004
Central Java	(Batang ³) Pati	Banyumas Kebumen
East Java	Pacitan Probolinggo Banyuwangi	Blitar Kota Madiun Kota Batu

2.2 Summary Format

The MBE *Performance Monitoring and Evaluation Plan* uses a structured hierarchy of USAID's Intermediate Result Areas, project objectives, outcomes, outputs and activities.

The overall summary here of the 2005 monitoring program is presented below in tabular form at the level of intermediate result areas, project objectives and project outcomes, the highest levels in the hierarchy. This summary presentation gives a simple, quick overview of the monitoring results in relation to major targets.

Further details of results in relation to outputs and activities are presented in the body of this Report.

In addition, recommendations that have been developed in the Report are reproduced in this Summary. For a discussion of the analyses that support the recommendations, the relevant section of the Report should be consulted.

³ Batang ceased to participate in the project in August 2004.

2.2.1 Intermediate Result Area 1: Decentralized Management and Governance

PROJECT OBJECTIVE: HELP LOCAL GOVERNMENT TO IMPROVE THE EFFICIENCY AND EFFECTIVENESS OF THEIR BASIC EDUCATIONAL SERVICES

Project Outcome: Efficient, effective and equitable management of basic education services reflected in the preparation, implementation and updating of data - based plans for the improved management of educational services.	Indicator: Number of participating districts that have prepared and implemented educational plans meeting criteria.	2005 Target: All Districts.
Result: All 9 Districts have long term strategic plans and annual plans so the target has been achieved. However, concerns with the quality of planning have been documented in the Report.		

Project Outcome: Districts implement equitable systems of adequate direct funding to schools to support operations and maintenance.	Indicator (1): Number of Districts implementing formula based funding to schools.	2005 Target: 6 Districts.
	Indicator (2): Number of practices contributing to improved, sustainable service efficiency and effectiveness.	2005 Target: See below.
<p>Result (1): Six districts have begun implementing improved funding. Pacitan, Batu and Kebumen follow the formula funding principles disseminated by MBE. In addition, Madiun, Pati and Blitar are following a different approach to achieving more equitable school funding. See Section 3.4.</p> <p>Result (2): The indicators require evaluation strategies and it is not appropriate to specify targets. The evaluation will be conducted in 2006.</p>		

Progress in the district management of basic education is moving in the right direction but the evidence suggests that there are areas where considerable strengthening is required. A key area is data based planning and management.

If accurate data is collected by districts and planning is based on a careful analysis of that data, it has the potential to greatly improve the quality of governance and management. It also has the potential to increase the efficiency of the resource allocation processes.

Recommendation 1: It is recommended that all consultants need to focus on helping districts and schools to develop approaches and attitudes that support the collection, analysis and use of better quality data. Reviewing the data presented here can be a good beginning for this action. Data collection needs to ensure that collecting sex disaggregated data is a routine practice.

Monitoring indicates that districts may benefit from further technical assistance in improving the efficiency and effectiveness of educational services. In particular, monitoring identifies that the areas of mapping and of data based planning could be strengthened in most districts' management approaches.

Recommendation 2: Mapping and data based planning technical assistance should be provided but only on the basis of a formal request and an agreed strategy by the districts interested in strengthening district planning. Strong leadership and commitment are critical requirements for better planning to succeed.

Despite the relatively low levels of discretionary spending in the districts there is still the potential for greater efficiency in the use of resources. The areas where most increased efficiencies are expected to be found are in teacher deployment and in the use of buildings.

Recommendation 3: MBE consultants should be working with schools and with districts to help them identify ways in which they can make more effective and efficient use of the financial and other resources they already have.

All districts continue to have a serious backlog of repairs to schools. Poor standard classrooms present serious health and safety risks and reports of injury to children and even death from collapsing school roofs are discussed.

Recommendation 4: It is recommended that MBE should be proactive in supporting districts and school management to achieve higher standards in building maintenance and repair consistent with MBE output and activity targets. Advisory support has been provided and guidelines for maintenance have been prepared in draft form but these have not yet been made available to schools. It is further recommended that the guidelines be finalized and incorporated into training manuals in 2006.

**PROJECT OBJECTIVE: STRENGTHEN THE POSITION AND ROLE OF LOCAL
STAKEHOLDERS IN THE PLANNING, MANAGEMENT AND DELIVERY OF BASIC
EDUCATION**

Project Outcome: MBE project schools meet criteria of having active functioning School Committee and increased community support.	Indicator (1): Number of project schools that meet all criteria: - implement School Based Management - having active functioning School Committee - increased community support.	2005 Target: 160 schools.
	Indicator (2): Number of community practices that contribute to sustainable quality improvement in local planning, management and delivery of basic education.	2005 Target: See below.
	Indicator (3): The number of gender-related problems in the management of the school is identified and this number declines over the life of the project.	2005 Target: All Phase 1 & 2 schools informed of gender indicators.
<p>Results (1): Analysis shows that 93% of schools (170) are implementing School Based Management, exceeding the target of 160 schools. However, when combined with the other two criteria in the indicator, it is estimated that the overall percentage of project schools meeting all criteria is 70% (127 schools). The estimate of 127 schools is less than the target of 160 meaning the target has not been achieved.⁴</p> <p>Results (2): The indicators require evaluation strategies and it is not appropriate to specify targets. The evaluation will be conducted in 2006.</p> <p>Results (3): A consultant was appointed in May to examine needs, propose strategies, and to review the gender indicator prior to its dissemination to schools. The process of informing schools has commenced and the work is proceeding cautiously in a sensitive political and cultural area.</p>		

The implementation of school based management (SBM) is widespread and generally sound. However, it is not yet universal and the target has not been reached, although it is now considered to be an exceptionally high target.

⁴ Estimating a result for this indicator is complex. Refer to the detailed explanation in Section **Error! Reference source not found.** on page **Error! Bookmark not defined.**

One weakness identified in implementing school based management is that the importance of transparency and accountability may not yet be well understood and implemented. This is indicated by the extent to which schools are not publicly displaying their plans and budgets.

Another weakness is the potential danger of SBM being considered by schools and communities as a 'one-off' or irregular activity. There are several early signs that this may be an emerging issue: the relative lower rates of committee activity in Phase 1 schools when compared with Phase 2 schools. MBE has a role in consolidating the gains made so far in SBM and one strategy to do this would be to work through principals who have a designated role in both school and in community leadership. This will necessitate some further professional development for principals.

Within the framework of local management of education, MBE encourages and supports districts in an extensive program of dissemination to other schools within MBE target sub districts and to schools in non-target sub districts. Totals of 17,525 participants and 69 non-MBE sub districts have participated. Most districts have also been facilitating dissemination to other districts and provinces in Indonesia through study visits. A total of 2,767 people from approximately 40 different districts have participated in such visits.

MBE recognises that these quantitative measures of dissemination by districts are impressive but, equally, understands that there are concerns with the quality of some of this activity. Nevertheless, the first stage of educational change has been laid by at least informing a very wide cross section of education stakeholders about important concepts of school based management, community participation and approaches to improving the quality of teaching and learning.

Against the background of these concluding observations, the following recommendations are made:

Recommendation 5: To understand lower rates of committee activity in Phase 1 districts it is recommended that MBE review the earlier study of school committees and recommend strategies to improve the sustainability, transparency and accountability of local management of school education.

The principal's leadership is a key factor in determining the quality of the education provided by the school and in identifying and organising community resources to support the school.

Recommendation 6: It is recommended that attention be given to strengthening the training of principals by coordinating the development of approaches and materials with the USAID Decentralized Basic Education program. It is further recommended that MBE strengthen principals' leadership in the two key domains of instructional leadership in schools and leadership in the community.

Recommendation 7: As community participation in target schools is weak in certain districts it is recommended that the proposed MBE activity in identifying and documenting good practices seek to learn from the experience of more successful districts in community participation and assist the weaker districts to apply this learning to their own situations.

2.2.2 Intermediate Result Area 2: Improved Quality of Teaching and Learning

PROJECT OBJECTIVE: CONTRIBUTE TO IMPROVING THE QUALITY OF BASIC EDUCATION IN SELECTED DISTRICTS

Project Outcome: Schools in project sub districts adopt PAKEM approach to quality improvement in learning and teaching .	Indicator: Number of schools in project sub districts that have adopted the PAKEM approach .	2005 Target: Adopted in 80 SD/MI; 8 SMP / MTs.
<p>Results: The target term 'adopted' is defined as having three components: teachers trained in PAKEM/CTL; teacher use of new teaching behaviours in the classroom; the extent to which active learning occurs in classrooms.</p> <p><u>Training</u>: School and teacher training data indicate that 100% of schools have sent teachers for training. When combined with the average numbers of teachers trained per school (project average = 10 (SD/MI) and 19.9 (SMP/MTs) the conclusion that all MBE schools are 'trained' seems reasonable. (Reference: Table 31)</p> <p><u>Teaching behaviours (Output 9.2)</u>: Overall, 95% of primary school teachers and 96% of junior secondary teachers demonstrate at least two new behaviours.</p> <p><u>Active learning (Output 10.1)</u>: It is estimated that a minimum of 86% of SD/MI and at least 91% of SMP/MTs have at least 2 classes meeting the active learning criteria for classrooms.</p> <p><u>Conclusion</u>: From the above evidence, it is estimated that the adoption of PAKEM in SD/MI is at least in 111 schools (129 schools x 86%) and CTL in SMP/MTs is in at least 48 schools (53 schools x 91%). For both groups of schools, these results exceed the targets of 80 SD/MI and 8 SMP/MTs.</p>		

Project Outcome: Student learning achievement (LA) in core subjects improves over time.	Indicator: Number of project schools showing increase in students' learning achievement .	2005 Target: Increase in 30% SD/MI Increase in 20% SMP / MTs .
<p>Results: Twenty one (46%) primary schools improved in 4 or more subject tests and 36 (78%) schools improved in 3 or more tests. The number of schools with increased scores increased by at least 39% (range: 39 – 78%) according to subject. Comparative data for SMP/MTs is not available. The target for primary schools has been exceeded.</p>		

Project Outcome: Schools demonstrate evidence of improvement in the management of the learning and teaching environment and of the resources that support overall school performance.	Indicator (1): Percentage of MBE schools demonstrating improvement against key output indicators in this PMEP: Key PMEP output indicators of school performance include: Outputs: 5.1 – 5.3; 6.1; 10.1 – 10.2; 11.1.	2005 Target: Phase 1: 60% SD/MI; 40% SMP/ MTs show improvement in 4+ criteria Phase 2: 50% and 30%.
	Indicator (2): The number of gender-related problems in learning and teaching are identified and this number declines over the life of the project.	2005 Target: All Phase 1 & 2 schools informed of gender indicators.
	Indicator (3): Number of practices in schools and sub districts that contribute to sustainable quality improvement in learning and teaching	2005 Target: n/a.
<p>Results (1): The following lists results in relation to the key PMEP indicators. On the basis of the evidence summarized below it is estimated that at least two thirds of all schools are showing improvement in at least 4 criteria as specified in the target, therefore exceeding the set targets.</p> <p><u>Output 5.1: Schools have plans and budgets meeting criteria.</u> An estimated 92 of all schools in Phase 1 and 2 meet all the listed criteria of planning and budgeting. This does not meet the 100 schools target. The weakest area is in the public display of plans and budgets. Strengths are in plan and budget preparation with 95% of schools preparing plans and 100% of schools reporting that budgets have been prepared.</p> <p><u>Output 5.2: Principals provide instructional leadership.</u> An estimated 141 of all 182 school principals in Phase 1 and 2 meet the three criteria of instructional leadership. This exceeds the target of 100 schools.</p> <p><u>Output 5.3: Principals provide community leadership.</u> An estimated 121 of all 182 school principals in Phase 1 and 2 meet the criteria of leadership in the community. This exceeds the target of 100 schools.</p> <p><u>Output 6.1: Active school committee meeting criteria.</u> An estimated 126 of all 182 schools in Phase 1 and 2 meet the indicated criteria. This exceeds the target of 120 schools.</p> <p><u>Output 10.1: Active learning classrooms meeting criteria.</u> It is estimated that a minimum of 86% of SD/MI and at least 89% of SMP/MTs have at least 2 classes meeting the criteria. The target has been achieved and exceeded.</p> <p><u>Output 10.2: Improved student performance.</u> The number of schools with increased scores increased by at least 39% (range: 39 – 78%) in each subject tested. Target has been exceeded.</p> <p><u>Output 11.1: School environment meeting criteria.</u> With the exception of reading corners in SD/MI the targets have been achieved. It is estimated that reading corners are provided in approximately 76 schools (4 less than the target).</p> <p>Results (2): A consultant was appointed in May to examine needs, propose strategies, and to review the gender indicator prior to its dissemination to schools. The process of informing schools has commenced and the work is proceeding cautiously in a sensitive political and cultural area.</p> <p>Results (3): The indicators require evaluation strategies and it is not appropriate to specify targets. The evaluation will be conducted in 2006.</p>		

The outcomes of work to enhance the quality of teaching and learning, and the outcomes of that work, are impressive.

Large numbers of teachers have been trained and they have been observed to be implementing student-centred active learning in classrooms. This is not a sporadic activity, but often on a whole-of-school basis, particularly in primary schools. Students have also been observed in their active

engagement in learning and their positive and enthusiastic response to changes in teaching is apparent. Confirmation of the positive result of the work of teachers and children is in the test scores which show improved outcomes across the curriculum.

These good educational outcomes can be attributed, in part, to the improving climate of support for quality education coming from districts, communities, parents, principals and particularly the teachers who are clearly making demonstrable changes to their approach to student-centred active learning.

The following recommendations are made to further strengthen the quality of learning and teaching and to enhance the prospect of sustainable change in schools.

The continuing professional development of teachers is essential to sustain existing gains and to provide them with the professional support and skills needed to make their teaching even better. The KKG and MGMP have an important role to play in this.

Recommendation 8: MBE provide further assistance to districts and to schools in developing the KKG and MGMP for continuing professional development.

Among the many possible areas of focus for professional development, one stands out for particular attention. This is the idea of using formative assessment and feedback. The monitoring shows that giving feedback to students is among the weaker areas of teacher classroom behaviour. Because giving and receiving constructive feedback is identified in educational research as a key element in improving student learning, the following is recommended:

Recommendation 9: Formative assessment and feedback should be areas for specific attention in future teacher professional development activities.

Monitoring has revealed that the use of libraries and reading corners in primary schools is the weakest feature of school and classroom learning environments.

Recommendation 10: MBE study the reasons for the weakness in library use and work with schools and communities in developing effective and sustainable ways of strengthening this resource for learning.

As part of their consideration of strategies for efficiency, districts may well discover important ways in which both educational quality and economic outcomes can be improved by examining grade repetition in schools.

Recommendation 11: It is recommended that grade repetition be investigated as a contribution to both improved educational quality and economic efficiency.

2.3 Conclusion

The outcomes from the 2005 monitoring are very encouraging and reflect the hard work and commitment in district offices, communities and in schools. In most cases, project outcomes and outputs are the result of the efforts of Indonesian stakeholders and not MBE alone.

In those areas where targets have been met, it has been the result of the intrinsic interest, commitment and follow-up of local stakeholders in the education of their children and, equally, the interest and hard work of the children themselves. Management and educational quality improvement is driven by this intrinsic motivation. It is not, as is so often the case in projects, driven by extrinsic motivation based on a demand for compliance with a set of top-down project or Ministry rules, or by the opportunity to obtain money, goods or services.

In cases where targets have not been met, it is not necessarily because of any major failing of stakeholders or MBE but because targets may have been set at too high a level. A case in point is the target for the implementation of school based management which requires the attainment of three different criteria in 88% of target schools.

Recommendation 12: It is recommended that MBE review targets, suggest revisions, and negotiate with USAID to make appropriate adjustments consistent with contractual obligations, and most importantly, with encouraging and supporting high quality education and management standards.

3. DECENTRALIZED DISTRICT MANAGEMENT AND GOVERNANCE

3.1 Monitoring District Management

MBE focuses on strengthening district government capacity to manage primary and junior secondary education. It has done this by focusing on key management areas of data gathering, the efficient use of resources and by working towards more equitable and efficient funding.

Material for monitoring was gathered by questionnaire, examination of documentary evidence, discussion with local officials, and by direct observation. Every effort was made to secure reliable data by seeking at least two sources of evidence of processes and of outcomes. The monitors looked for evidence of the achievement of the main objectives to be addressed by the program as follows:

Intermediate Result Area 1: Decentralized Management and Governance of Schools

IR1.1: Increased capacity of local governments to plan for and manage education services

- *Improve district level planning*
- *Increase the efficiency of the use of resources (facilities and workforce)*
- *Improve the management, maintenance and repair of buildings*
- *Work towards more equitable and efficient funding.*

3.2 District Level Planning

The MBE *Performance Monitoring and Evaluation Plan Manual* (PMEP) specifies the following planning output, indicator and target.

Output 1.1: Plans for the management of basic education services, based on school data are produced and updated annually for each district.	Indicator: Number of participating districts that have educational plans meeting listed criteria Plans based on school data; prepared in participatory way and updated annually. Plans target the following areas: rationalisation of provision, improved access, teacher qualification, teacher deployment, land ownership, buildings, and finance.	Target: Plans made for 20 Sub Districts (adjusted to 9 Districts).
Results: All 9 Districts have long term strategic plans and annual plans so the target has been achieved. The quality of plans and range of issues reflected in them varies considerably. None has an annual plan that reflects all the listed criteria in the indicator. The majority of districts targeted teacher qualification (through provision of training) and prioritized building rehabilitation, but attention to other criteria is limited.		

3.2.1 *Data-based planning*

It is necessary to introduce what the monitoring teams understood by the concept of a plan. Planning comes within IR1.1: *Increased capacity of local governments to plan for and manage education services* and the objective to *Improve District level planning*. The output, as shown above, is: 'Plans for the management of basic education services, based on school data are produced and updated annually for each district'. Table 3 presents the implementation progress on district planning.

In keeping with minimal standards of good governance and management, the formal idea of a plan has been assumed in the monitoring. This idea is that a plan is a systematic approach to achieving objectives that is based on data and worked out in some detail, such as at least identifying the strategies and resources that will be used to achieve the objectives. A plan is also recorded in some formally approved document.

Table 3: District Level Planning: Implementation Progress

Elements of District Planning	Pati	Pacitan	Probolinggo	Banyuwangi	Banyumas	Kebumen	Blitar	Madiun	Batu	No Districts meeting criterion	% Districts meeting criterion
District Educational Plans - Long Term Strategic Plan	Ü	Ü	Ü	Ü	Ü	Ü	Ü	Ü	Ü	9	100
Annual Plan prepared in participatory way		Ü		Ü		Ü		Ü	Ü	5	56
Annual Plan updated annually	Ü	Ü	Ü	Ü	Ü	Ü	Ü	Ü	Ü	9	100
Annual Plans based on accurate school data (see also data discussion beginning on page 15)	Ü	Ü	Ü	Ü		Ü	Ü	Ü	Ü	8	89
Annual Plans target: rationalisation of provision (merging)		Ü				Ü	Ü			3	33
Annual Plans target: improved access		Ü				Ü	Ü	Ü		4	44
Annual Plans target: teacher qualification		Ü		Ü		Ü	Ü	Ü	Ü	6	67
Annual Plans target: teacher deployment (relocation)		Ü				Ü	Ü			3	33
Annual Plans target : buildings (rehab/dev facilities)	Ü	Ü		Ü	Ü	Ü	Ü	Ü	Ü	8	89
Annual Buildings plans are prioritized	Ü	Ü		Ü	Ü	Ü	Ü	Ü	Ü	8	89
Annual Plans target : increasing level of finance	Ü	Ü				Ü		Ü		4	44
Annual Plans target : status of land ownership				Ü						1	11
Updated mapping (Phase 1) /mapping done (Phase 2)		Ü		Ü	Ü	Ü	Ü	Ü	Ü	7	78
Number of criteria met by District	6	12	3	9	5	12	10	10	8		
Percentage of criteria met by District	46	92	23	69	31	92	77	77	62		

Whilst appreciating the good intentions of some local governments, the monitoring team has not accepted as evidence of planning the variety of unofficial documents seen in district offices such as copies of PowerPoint planning presentations, records of planning workshop activities, the results of working groups such as MBE mapping teams, recommendations or requests from Cabang Dinas Kecamatan, or proposals, letters and recommendations. Furthermore, verbal claims that plans or elements of plans exist, such as for school rehabilitation or for teacher deployment, have not been accepted as evidence of planning unless supported by documentary evidence.

The tight definition of planning, and the exclusion of weaker sources of evidence of planning, has been adopted for three reasons. First, to align the quality of project outcomes with minimal standards of good planning practice; second, to communicate to districts a modest but achievable standard of district educational planning; and third, as a sounder basis for developing further technical assistance in planning.

In the Phase 1 and 2 Districts, MBE has until now been supporting district planning by focusing on key issues including mapping, data collection and analysis, school mergers, teacher deployment, and finance. The integration of these elements into formal plans has not been a matter that MBE has addressed but there are indications in the outcomes of monitoring and requests for help from districts that it is timely to move in this direction. Some districts, most notably Kebumen and Pacitan, are well advanced in including a wide range of elements in their planning processes. Both districts are implementing 92% of the planning elements listed in Table 3.

Examination and discussion of data, district planning achievements, and budgets during the monitoring revealed a number of fundamental difficulties that contribute to reduced quality of district educational plans and budgets where these existed.

The first difficulty is that district planning requires reliable and valid data but it is doubtful that many districts have this. Table 3 indicates that most districts claim to base their plans on accurate data but little convincing evidence was available to monitors to support this claim of accuracy.

Data is often collected by questionnaire and other local forms but little of this data is checked for accuracy. This leads to a concern that planning decisions are taken on the basis of inaccurate, out of date, incomplete, or missing data. In fact, in Banyumas the Dinas admitted that planning decisions are made on the basis of no data at all. The planning problem arising from poor data is compounded because it is clear that there are few cases where plans are prepared in an open, participatory manner which would allow for additional input and review of information. Table 3 shows that just over one half of districts can demonstrate this desirable characteristic of transparency.

These kinds of data limitations also affect the data gathered for this monitoring survey which has relied on potentially unreliable and incomplete sources at district level where school-level data has been gathered and aggregated. One data gap in some districts is the absence of sex disaggregated data – Probolinggo and Banyuwangi are two such districts – and this gap needs to be addressed in the future.

Nevertheless, there is clear evidence that both the need for good quality data, data collection and planning processes based on MBE technical assistance, especially mapping, is beginning to be understood. Displays of the results of the detailed work of the MBE mapping team in Banyuwangi is an example of this understanding.

A second difficulty is that there is generally not a clear linkage between the long term strategic plans (*Rencana Strategis* or '*Renstra*') and the Annual Plans (*Rencana Kinerja Tahunan (RKT)*) and other planning-related documents and reports. All districts were able to produce both a long term and annual plan, but the lack of a clear linkage between plans means, for example, that a particular objective identified in the *Renstra* is not clearly repeated and identified in its logical sequence in the Annual Plan and in subsequent implementation reports. This makes tracking and monitoring planned activities very difficult. It also means that the good intentions set out in the *Renstra* may not be reflected in the Annual Plan. In some districts, this difficulty in monitoring and tracking is magnified because planning documents are not properly cross-referenced or even page-numbered.

A third area of difficulty is conceptualizing the administrative level at which planning occurs. The target for the planning output specifies that plans are made in 20 sub-districts. This target has created the reasonable expectation that planning occurs at sub-district level. Investigation shows that this is not the case and accordingly the target has been adjusted to nine districts.⁵

However, monitoring teams did find variations in district planning practices. In Banyuwangi, for example, sub-district heads are permitted to make limited plans for certain activities in primary schools and some do this. However, as is the case in all districts, the sub-district's management authority only extends to state primary schools (SD) and does not extend to MI, SMP, or MTs. Local government regulations in Probolinggo prevent sub-district planning, although sub-district heads are able to make requests and recommendations to the district Dinas.

MBE works to a list of criteria against which plans can be judged. These criteria are:

- Plans are based on school data
- Plans are prepared in a participatory way
- Plans are updated annually
- Plans target the following areas: rationalisation of provision, improved access, teacher qualification, teacher deployment, land ownership, buildings, and finance.

Table 3 presents a summary of the implementation progress in districts against these planning criteria. In none of the districts surveyed were all of the above criteria reflected in the plans. This is not to imply that all criteria should be identified in plans in all districts for some issues are not relevant in all districts. In Madiun, for example, rationalization of provision is not currently relevant because their program for school mergers has been almost fully completed. There is evidence from observation and discussion in districts that there is a desire to work towards achieving objectives in relation to the listed criteria and to integrate planning ideas into more systematic and comprehensive plans.

The next step in examining implementation progress is to report on the support provided by MBE. The PMEP specifies the following support activities, indicators and targets:

3.2.2 Activity Report: District-level Workshops

Activity 1.1.1: Conduct district level management and governance workshops in: - general education management - school mapping and data collection - data analysis and planning - formula funding.	Indicator: No. of District and sub district officials completing workshops.	Target: Work-shops conducted for 9 Districts.
Results: A total of 443 people (M:359, F: 84) were trained in all nine districts. The target has been achieved .		

Table 4 summarize the situation for district-level management and governance workshops. Although the target has been achieved, there are imbalances that need to be understood to ensure equitable participation opportunities for district staff. For example, there is a gender imbalance as well as imbalances in participation between districts – Kebumen reports 153 participants whereas there is only nine from Banyuwangi. Kebumen has been more inclusive in its training by inviting participants from other stakeholder groups such as school committees. There has been participation by members of the local parliament (DPRD) and local education councils (Dewan Pendidikan) in all districts. This participation is very important to ensure that there is understanding of the policies and practices that MBE is advocating at the highest levels of policy, planning and advice in the district.

⁵ Because Batang has ceased to participate in MBE, this target has been adjusted to nine districts.

Table 4: Local government administrators trained by MBE, Jan – Oct 2005

District	Education Sector Staff (Incl. Teachers & Principals)			Other Local Government (Incl. Religion Dept. Staff)			School Committees and Community Members			Local Parliament			Education Council			NGO			TOTAL		
	M	F	Tot	M	F	Tot	M	F	Tot	M	F	Tot	M	F	Tot	M	F	Tot	M	F	Tot
Pati	6		6	7	4	11				2		2	2		2				17	4	21
Pacitan	63	2	65	4		4				1		1	1		1				69	2	71
Probolinggo	5		5	5		5				2		2	2		2				14		14
Banyuwangi	5		5	2		2				1		1	1		1				9		9
Banyumas	13	7	20	30	13	43				10	3	13	1		1				54	23	77
Kebumen	70	29	99	20	6	26	20	3	23	2		2	3		3				115	38	153
Blitar	11	6	17	5		5				2		2	2		2	1		1	21	6	27
Madiun	15		15	4		4	1		1	2		2	3		3				25		25
Batu	22	10	32	9	1	10	1		1	2		2	1		1				35	11	46
Total	210	54	264	86	24	110	22	3	25	24	3	27	16		16	1		1	359	84	443

Notes: (1) Training includes general management orientation training, formula funding, mapping and data analysis. (2) Gender disaggregated data is not generally available.

However, the fact that training has occurred and that ‘capacity’ apparently exists at district level is no guarantee that it will be used by local government. There are many reasons for this and some are beyond MBE influence and control. For example, it has been found that rapid turnover of key, trained staff has prevented progress in some districts. Another factor is the administrative structure of the Dinas Pendidikan which makes planning and data management problematic. There are cases where there is no unit or person responsible for planning, for example, in Banyuwangi and Probolinggo, and where, quite commonly, there is inadequate integration of activities and communication between the levels of education (usually TK/SD in one sub-directorate and SMP/SMA/SMK in another).

To further assist districts, MBE consultants undertake a variety of visits to Dinas Pendidikan, schools, local governments (DPRD) and to other institutions, often by request of the local governments themselves. This supportive activity is presented in the PMEP as follows:

3.2.3 Activity Report: Consultant Visits

Activity 1.1.2: Support workshop activities by consultant visits.	Indicator: No of visits by MBE consultants per District per year .	Target: All Districts visited.
Results: Consultants, both Province/District and Jakarta based have been visiting districts and schools but detailed statistics are not complete. However, all districts have been visited.		

3.3 Increasing the Efficiency of the Use of Resources

3.3.1 School Mergers

Output 2.1: School mergers occur where need to achieve efficiencies through mergers has been demonstrated.	Indicator: Number and type of schools merged.	Target: 30% of planned schools merged in Phase 1 & 2 Sub Districts.
Result: Monitoring shows that 93 & 119 schools in the nine Phase 1 & 2 districts, respectively, had been merged. The target of 30% of 58 planned schools mergers in Phase 1 has been considerably exceeded and it is estimated that planned mergers in Phase 2 have also been achieved ('estimated' because planning target data from the baseline survey was not available).		

A key objective of MBE is to assist in increasing the efficient use of scarce resources, especially the use of the teaching workforce and school physical facilities. One method by which districts can achieve this objective is by rationalizing the number and location of schools. Changing demographics means that districts must plan to adjust the availability of resources to match these changes.

The 2004 Annual Progress Monitoring report shows that the five Phase 1 districts intended that a total of 58 schools were to be merged to become 29 schools. This year, the monitoring teams found that 93 schools in the remaining four of the initial five Phase 1 districts had been merged meaning that the target of 30% of planned schools mergers has not only been achieved but considerably exceeded. In the five Phase 2 districts, 119 mergers in 2004 – 2005 were identified but the Phase 2 baseline data only allows an estimate that planned mergers have been achieved.

In Banyuwangi, the Dinas mapping team has undertaken detailed technical work to support mergers and has made a presentation of this work to key stakeholders. This work had not yet been integrated into the planning process, due to delays caused by personnel changes and by local approval procedures. Targets stated by groups such as this mapping team are not considered as ‘plans’ until

formally approved in accordance with the definition discussed above. Therefore, the generally lower number of mergers proposed for 2005 reflects the fact that the program of mergers may not have been approved (as in Banyuwangi) or are almost fully implemented as in the case of Madiun. The numbers of schools merged are set out in Table 5.

Table 5: Numbers of State Schools Merged⁶

Districts & Municipalities	SD Merged 2004-2005 (n)	Planned SD Mergers (2005) (n)
Phase 1		
Pati	53	0
Pacitan	6	3
Probolinggo	22	0
Banyuwangi	12	0
Total Phase 1	93	3
Phase 2		
Kebumen	15	33
Banyumas	46	0
Madiun	27	0
Blitar	28	3
Batu	3	0
Total Phase 2	119	36
Total Phase 1 and 2	212	39

3.3.2 Multi-grade Schools

Output 2.2: Creation of multi-grade schools where need to achieve efficiencies through their creation has been demonstrated.	Indicator: Number and type of multi-grade schools created.	Target: 30% of planned multi grade schools in Phase 1 & 2 Districts implemented.
Result: The creation of a target of 30 multi-grade schools was set in 2004. In the 2005 monitoring program it was found that 36 such schools had been created, exceeding the 30% of planned multi grade schools target set.		

Multi-grade schools are schools where classes of more than one grade are taught by one teacher at one time. Multi-grade teaching as it is currently practiced can bring considerable educational benefits well beyond simple economic efficiency outcomes. This form of teaching organisation should not been thought of as a compromise or as a retrograde step in educational administration.

School mergers and the establishment of multi-grade schools should enable buildings to be taken out of commission and excess teachers to be redeployed, both resulting in improved efficiency in the use of scarce resources. In rural districts, where schools are often far apart and mergers are not possible, there can be educational and economic benefits from establishing multi-grade schools.

⁶ The number of schools merged includes 'multiple mergers' (more than 2 schools merged) and schools that have been closed. District data was not sufficiently clear to be able to distinguish among these different categories of resource rationalization.

In 2004, the creation of a target of 30 multi-grade schools was set. In the 2005 monitoring program it was found that 36 such schools had been created (exceeding the planned target), although all of these were in one district, Pacitan (Table 6).

In support of their multi-grade program, Pacitan requested professional development in multi-grade teaching and this was provided in a three days training activity in August 2005 for 41 participants. At the request of the Dinas Pendidikan, an additional day was provided for socializing multi-grade teaching to another 48 participants, mainly school principals and supervisors, from other parts of Pacitan where multi-grade teaching is being considered. Representatives from Probolinggo, Banyuwangi, Banyumas and Batu also attended the three-days training⁷.

Table 6: Numbers of Multi-grade State Schools Created

Districts & Municipalities	No. of SD Multigrade Created 2004-2005	No. of Planned SD Multigrade (2005)
Phase 1		
Pati	0	0
Pacitan	36	6
Probolinggo	0	0
Banyuwangi	0	0
Total Phase 1	36	6
Phase 2		
Kebumen	0	0
Banyumas	1	0
Madiun	0	0
Blitar	0	0
Batu	1	0
Total Phase 2	2	0
Total Phase 1 & 2	38	6

3.3.3 Teacher Deployment

Output 2.3: Deployment of teachers more closely related to student numbers.	Indicator: Number of teachers redeployed compared to targets set in District plans.	Target: 30% re-deployed within year.
Results: Planning for redeployment of teachers and principals continues to be weak or non-existent in districts. In districts where teachers have been redeployed, targets have been achieved in all cases except for principals in Pacitan. The large variation between district targets and actual redeployment outcomes illustrates the present weakness of planning.		

Allocating the teaching workforce equitably is a major responsibility for the Dinas Pendidikan. Teachers, of course, are a major foundation for building quality education systems. At the same time, it is recognized that teachers' salaries are the major component of educational budgets. Table 14 shows how salaries comprise over 90% of education budgets in six of the nine MBE districts.

⁷ A more detailed account of the training is given in *Suara MBE*, 10, October 2005, p. 17 (English edition).

Table 7: School, Student and Teacher Data by District 2005

District	Type of school	Schools			Students			Teachers			Student Teacher Ratio	Students per School	Teachers per School
		State	Private	Total	Male	Female	Total	Male	Female	Total			
Pati	SD	686	13	699			107,778	5,671		5,671	19.0	154	8
	MI	2	194	196			25,877	2,630		2,630	9.8	132	13
	SMP	49	26	75			34,875	2,131		2,131	16.4	465	28
	MTs	3	118	121			25,105	2,580		2,580	9.7	207	21
	Total	740	351	1,091			193,635	13,012	-	13,012	14.9	177	12
Pacitan	SD	418	1	419	26,212	23,713	49,925	1,774	1,626	3,400	14.7	119	8
	MI	4	101	105	4,018	3,677	7,695	3,340	304	3,644	2.1	73	35
	SMP	37	18	55	9,410	9,620	19,030	880	641	1,521	12.5	346	28
	MTs	3	26	29	2,487	2,361	4,848	441	177	618	7.8	167	21
	Total	462	146	608	42,127	39,371	81,498	6,435	2,748	9,183	8.9	134	15
Probolinggo	SD	624	13	637			92,691	5,859		5,859	15.8	146	9
	MI	2	380	382			38,430	4,497		4,497	8.5	101	12
	SMP	48	17	65			16,328	1,298		1,298	12.6	251	20
	MTs	2	104	106			12,295	1,769		1,769	7.0	116	17
	Total	676	514	1,190			159,744	13,423	-	13,423	11.9	134	11
Banyuwangi	SD	898	30	928			140,796	7,215		7,215	19.5	152	8
	MI	3	224	227			28,935	2,003		2,003	14.4	127	9
	SMP	51	73	124			43,766	2,957		2,957	14.8	353	24
	MTs	12	57	69			19,509	1,331		1,331	14.7	283	19
	Total	964	384	1,348			233,006	13,506	-	13,506	17.3	173	10

Note: sex disaggregated data is not available in some districts.

District	Type of school	Schools			Students			Teachers			Student Teacher Ratio	Students per School	Teachers per School
		State	Private	Total	Male	Female	Total	Male	Female	Total			
Kebumen	SD	846	15	861			147,397	6,630		6,630	22.2	171	8
	MI	4	96	100			14,760	862		862	17.1	148	9
	SMP	49	58	107			48,726	2,598		2,598	18.8	455	24
	MTs	9	63	72			19,090	1,255		1,255	15.2	265	17
	Total	908	232	1,140			229,973	11,345	-	11,345	20.3	202	10
Banyumas	SD	871	17	888			156,595	6,879		6,879	22.8	176	8
	MI	3	169	172			21,257	1,153		1,153	18.4	124	7
	SMP	63	74	137			61,666	3,098		3,098	19.9	450	23
	MTs	3	39	42			11,247	629		629	17.9	268	15
	Total	940	299	1,239			250,765	11,759	-	11,759	21.3	202	9
Madiun	SD	87	10	97			17,314	1,144		1,144	15.1	178	12
	MI	1	11	12			2,779	194		194	14.3	232	16
	SMP	14	6	20			10,792	1,029		1,029	10.5	540	51
	MTs	1	2	3			747	80		80	9.3	249	27
	Total	103	29	132			31,632	2,447	-	2,447	12.9	240	19
Blitar	SD	733	15	748			97,329	5,904		5,904	16.5	130	8
	MI	13	177	190			18,935	1,861		1,861	10.2	100	10
	SMP	41	46	87			35,784	2,649		2,649	13.5	411	30
	MTs	9	41	50			11,136	955		955	11.7	223	19
	Total	796	279	1,075			163,184	11,369	-	11,369	14.4	152	11
Batu	SD	68	9	77	8,628	8,041	16,669	338	533	871	19.1	216	11
	MI	-	8	8	1,192	1,125	2,317	75	78	153	15.1	290	19
	SMP	4	18	22	3,122	3,513	6,635	269	306	575	11.5	302	26
	MTs	-	2	2	471	517	988	40	32	72	13.7	494	36
	Total	72	37	109	13,413	13,196	26,609	722	949	1,671	15.9	244	15

Accordingly, educational administrators are beginning to realize that more effective and efficient management of district resources for education can be achieved by managing the teaching workforce more carefully and deploying teachers in ways that reflect local needs, including student numbers.

Table 7 sets out data on the numbers of schools, teacher deployment and students in each district. Considerable variation exists in the deployment of teachers to schools and in the resulting ratio of students per teacher. First, there is variation between districts, second, between types of schools within districts, and finally, between schools within a given school type, for example, between conventional primary or junior secondary Madrasah. The differences between districts and types of schools in the deployment of teachers are summarized by the student – teacher ratio in Table 8.

Table 8: Variations in Teacher Deployment: Student Teacher Ratios, 2005

Districts & Municipalities	Student - Teacher Ratio				
	SD	MI	SMP	MTs	All Schools
Phase 1					
Pati	19.0	9.8	16.4	9.7	14.9
Pacitan	<u>14.7</u>	12.1	12.5	7.8	13.2
Probolinggo	15.8	<u>8.5</u>	12.6	<u>7.0</u>	<u>11.9</u>
Banyuwangi	19.5	14.4	14.8	14.7	17.3
Phase 2					
Kebumen	22.2	17.1	18.8	15.2	20.3
Banyumas	<u>22.8</u>	<u>18.4</u>	<u>19.9</u>	<u>17.9</u>	<u>21.3</u>
Madiun	15.1	14.3	<u>10.5</u>	9.3	12.9
Blitar	16.5	10.2	13.5	11.7	14.4
Batu	19.1	15.1	11.5	13.7	15.9

Note: Highest ratios are shown in bold italic underlined; lowest ratios are in bold underlined.

Several patterns emerge from the data. These patterns are :

- There is a variation between districts for all school types which shows that Probolinggo has the overall lowest student-teacher (S/T) ratio of 11.9 students per teacher and Banyumas the highest of 21.3. Banyumas registers the highest S/T ratio for all types of schools.
- The student-teacher ratios for Madrasah are more generous in most districts than for SD and SMP, the only exception to this pattern is MTs in Batu. The lower ratios reflect higher numbers of part-time teachers for religion subjects in these schools.
- There are wide variations in S/T ratios within types of schools between districts. The largest variations occur between MTs (Range: 17.9 – 7.0 = 10.9) and MI (Range: 18.4 – 8.5 = 9.9). The smallest variation between district variation is between SD (Range: 22.8 – 14.7 = 8.1).

Within districts there is also wide variation in S/T ratios between schools. For example, a review of the ratios within the schools monitored shows that the student-teacher ratio in conventional primary schools in Probolinggo district ranges from 13.1: 1 to 19.8: 1 (a difference of 51%) and in Batu municipality from 20.2: 1 to 34.5: 1 (a difference of 71%).

Apart from possible problems in defining the formulas and data used to calculate these ratios , these disparities may reflect a lack of planning, careful data-based analysis of resources and control in

managing education. Administrators need to ask whether such wide variations between schools are fully justified because of local needs and conditions or occur because of weak management.

Higher expenditure on education will not always be helpful unless funding is better targeted and by using existing resources more wisely. However, teacher deployment decisions should never be based on ratios alone. They must include reference to the context in which a district is seeking to deliver quality education in an equitable manner.

MBE advocates the strategy of mapping school, student and teacher data and then planning for the allocation of resources to match needs and available resources. The analysis presented in Table 3 shows that only Pacitan, Kebumen and Blitar had prepared and documented plans for teacher relocation. Nevertheless, other districts are reporting that they have been reallocating teachers and principals indicating that they have done so without formal plans. This confirms the arguments advanced in the section on Data-based planning (page 15) for attention to better quality planning at district level.

Planning for redeployment of teachers and principals continues to be weak or non-existent in most districts. In districts where teachers have been redeployed, targets have been achieved in all cases except for principals in Pacitan (Table 9). The large variation between district targets and actual redeployment outcomes illustrates the present weakness of planning and also, very likely, in data management. The data from Blitar in Table 9 illustrates this very clearly.

Table 9: Reallocation of Principals and Teachers by District (SD/SMP only)

Districts & Municipalities	Principals (n)			Teachers (n)		
	2003	2004	30% target achieved	2003	2004	30% target achieved
Phase 1						
Pati	-	-		32	54	Yes
Pacitan	49	10	No	169	53	Yes
Probolinggo				73	107	
Banyuwangi	90	115	Yes	105	130	Yes
Phase 2						
Kebumen	275	134	Yes	324	414	Yes
Banyumas	5	9	Yes	24	32	Yes
Madiun	3	2	Yes	5	11	Yes
Blitar	2	97	Yes	170	239	Yes
Batu	17	5	Yes	25	80	Yes

3.3.4 Activity Report: Review of Current Practices in Teacher Deployment

Activity 2.1.1: Review of current practice: are there already mergers/multi grade schools/plans to rationalise teacher deployment?	Indicator: Review Report.	Result: Report completed in 2004.
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3.3.5 Activity Report: Mapping and Data Collection

Activity 2.1.2: School mapping/data collection and analysis.	Indicator: Report on mapping/data collection.	Target: Phase 3 collection; Updated in Phase 1 & 2 Districts.
Results: The Phase 3 mapping/data collection was completed in August 2005 and reported in "Initial District Surveys: Phase 3 Districts, Volume 1: Report". Updating occurred in 78% of the Phase 1 and 2 Districts. See Table 10, below.		

Table 10: Implementation Progress on School Mapping and Data Collection

Districts & Municipalities	Status of Data Updating (Phase 1) and Mapping (Phase 2)*
Pati	No
Pacitan	Yes
Probolinggo	No
Banyuwangi	Yes
Kebumen	Yes
Banyumas	Yes
Madiun	Yes
Blitar	Yes
Batu	Yes
Total updating	7 of 9 Districts

* Based on the mapping principles recommended by MBE.

Most districts are experiencing difficulty in implementing an on-going program of mapping and data collection based on MBE principles. Part of the problem appears to be a continuing lack of appreciation of the worth of accurate data. Another reason is that responsibility for data collection and planning does not fit well with the present organisational structure of most Dinas Pendidikan.

This outcome is reflected, in part, in the previous discussion about data and planning at the district level. Further MBE technical support is indicated by this outcome in both Phase 1 and 2 districts and attention must be given to ensuring the benefits of on-going data collection are understood in all districts including the new Phase 3 districts.

3.3.6 Activity Report: School Rationalization and Teacher Deployment

Activity 2.1.3: Support district planning for school rationalisation and teacher (re)deployment.	Indicator: District plans available for school rationalisation and teacher (re)deployment.	Target: Made in Phase 2 Districts and updated in Phase 1.
Results: Through its training and consultancy support, MBE has supported district planning. The results of district planning are displayed in Table 3 which shows that one third of MBE districts have plans for school rationalisation and teacher (re)deployment.		

3.3.7 Management, Maintenance and Repair of Buildings

MBE has only an indirect influence in the management, maintenance and repair of buildings. This influence comes from technical assistance in school based management and community participation and also district-level management activities such as planning, data collection and finance. To date, no direct support has been provided on school buildings issues and so MBE cannot claim responsibility for outcomes reported below. This support is clearly needed. One simple and common example seen during monitoring visits which illustrates this need is the poor design of classroom ventilation in recently rehabilitated buildings. Poor design leads to conditions for children and their teachers that can be described as claustrophobic and that can lead to increases in respiratory illness among children.

Output 3.1: Districts delegate the management of maintenance and repair of facilities to school committees.	Indicator: Number of Districts delegating the management of maintenance and repair of facilities to school committees.	Target: Delegated in 6 Districts.
Results: Delegated in all nine districts; see discussion below. The target has been achieved.		

Districts have delegated the management of the maintenance and repair of facilities to school committees where total expenditure is less than Rp 50 million and the funds come from APBD. Districts continue to manage repairs above Rp 50 million from APBD. Schools can manage funds above this figure from other sources.

Many school committees are responding enthusiastically to this new responsibility. There is evidence from MBE schools, and from other projects where this delegation has been exercised responsibly by school committees, that there are several related positive outcomes when compared to the previous contract system: the quality of work is better; work is completed more quickly; the community often provides additional resources so that more work can be done; corruption is eliminated or significantly reduced, and there is greater sense of ownership and community pride in what has been achieved.

Output 3.2: The number of classrooms in good repair increases in target districts.	Indicator: Number of classrooms in good repair.	Target: Plans for rehab made. No of classrooms in good repair increases by 5% in Phase 1 Districts.
Results: The target goal of a 5% improvement in good repair has been achieved in 2 of 4 Phase 1 districts (Table 12). Target plans have been made in all Phase 1 and 2 districts except Probolinggo (Table 3).		

All districts continue to have a backlog of repairs to schools, although some progress can be noted. Table 11 shows the proportion of classrooms which are in (a) good condition, (b) need minor repairs and (c) need major repair. There are differences between the condition of school classrooms in the two municipalities and in the seven districts. In the municipalities of Batu and Madiun only 7% and 8% respectively of classrooms are classified as in need of major repair. This compares with 17%, in Banyumas and 16% in both of Blitar and Pacitan. Such a statistical difference almost certainly reflects real differences in the condition of buildings, and in turn, differences in regional economies.

Poor standard classrooms create challenges for teachers in relation to teaching and physical comfort. Poor standards also present serious risks. Press reports of injury to children and even death from collapsing school roofs are not uncommon. The extent of this risk is graphically illustrated by the recent earthquakes in Pakistan where poor standard school buildings have been cited as the primary cause of death among so many children. This recent experience, as well as the devastation in Aceh, is a clear indication that high standards in classroom maintenance and rehabilitation must not be neglected. It is recommended that MBE should be proactive in supporting districts and school management to achieve these high standards.

Table 11: Physical condition of classrooms

District	Type of School	Total No. of Classrooms	Good Condition		Minor Damaged		Major Damaged	
			Number	%	Number	%	Number	%
Pati	SD	4,546	1,807	39.75	1,906	41.93	833	18.32
	MI	1,172	586	50.00	410	34.98	176	15.02
	SMP	827	766	92.62	50	6.05	11	1.33
	MTs	646	484	74.92	97	15.02	65	10.06
	Total	7,191	3,643	50.66	2,463	34.25	1,085	15.09
Pacitan	SD	2,547	1,029	40.40	1,080	42.40	438	17.20
	MI	525	209	39.81	170	32.38	146	27.81
	SMP	549	441	80.33	91	16.58	17	3.10
	MTs	164	143	87.20	15	9.15	6	3.66
	Total	3,785	1,822	48.14	1,356	35.83	607	16.04
Probolinggo	SD	4,056	2,357	58.11	1,356	33.43	343	8.46
	MI	2,124	1,248	58.76	492	23.16	384	18.08
	SMP	509	294	57.76	147	28.88	68	13.36
	MTs	415	187	45.06	164	39.52	64	15.42
	Total	7,104	4,086	57.52	2,159	30.39	859	12.09
Banyuwangi	SD	5,929	3,261	55.00	2,075	35.00	593	10.00
	MI	1,359	747	54.97	476	35.03	136	10.01
	SMP	1,298	714	55.01	454	34.98	130	10.02
	MTs	603	332	55.06	211	34.99	60	9.95
	Total	9,189	5,054	55.00	3,216	35.00	919	10.00
Kebumen	SD	4,899	2,671	54.52	1,284	26.21	944	19.27
	MI	1,203	694	57.69	363	30.17	146	12.14
	SMP	1,208	1,066	88.25	99	8.20	43	3.56
	MTs	549	424	77.23	95	17.30	30	5.46
	Total	7,859	4,855	61.78	1,841	23.43	1,163	14.80
Banyumas	SD	5,805	2,574	44.34	2,073	35.71	1,158	19.95
	MI	977	416	42.58	333	34.08	228	23.34
	SMP	1,550	1,434	92.52	89	5.74	27	1.74
	MTs	306	252	82.35	27	8.82	27	8.82
	Total	8,638	4,676	54.13	2,522	29.20	1,440	16.67
Madiun	SD	654	425	64.98	153	23.39	76	11.62
	MI	80	63	78.75	13	16.25	4	5.00
	SMP	277	261	94.22	9	3.25	7	2.53
	MTs	21	17	80.95	4	19.05		-
	Total	1,032	766	74.22	179	17.34	87	8.43
Blitar	SD	4,697	1,924	40.96	1,894	40.32	879	18.71
	MI	1,104	467	42.30	426	38.59	211	19.11
	SMP	790	694	87.85	69	8.73	27	3.42
	MTs	312	232	74.36	64	20.51	16	5.13
	Total	6,903	3,317	48.05	2,453	35.54	1,133	16.41
Batu	SD	456	277	60.75	133	29.17	46	10.09
	MI	64	50	78.13	9	14.06	5	7.81
	SMP	162	144	88.89	18	11.11		-
	MTs	24	19	79.17	5	20.83		-
	Total	706	490	69.41	165	23.37	51	7.22

The data on the condition of classrooms must be evaluated cautiously by considering the quality and source of the data. Data is collected by officials who make judgements about classroom conditions using local criteria. This will account for some statistical differences between districts and municipalities. This may explain the large variation shown for the districts of Banyuwangi and Probolinggo in Table 12. Ignoring these two 'outlier' districts on the basis of questionable data from the baseline survey (Banyuwangi is very high and Probolinggo is relatively low compared to the pattern in other districts), it seems that steady improvements in classroom conditions are being met, particularly in Pati and Kebumen.

The target goal of a 5% improvement in the Phase 1 districts has likely been achieved in 2 of the 4 districts (Table 12). Target plans have been made in all districts except Probolinggo (see Table 3).

Table 12: Changes in the physical condition of classrooms, 2003 – 2005

District*	Baseline		Monitoring Sep 2005		% Change
	Total No. Classrooms	% in Good Condition	Total No. Classrooms	% in Good Condition	
	Phase 1				
Pati	6,788	46	7,191	51	+ 5
Pacitan	4,212	44	3,785	48	+ 4
Probolinggo**	6,674	35	7,104	58	+23
Banyuwangi**	9,706	71	9,189	55	-16
	Phase 2				
Kebumen	8,333	57	7,859	62	+ 5
Banyumas	8,838	52	8,638	54	+ 2
Madiun	1,132	73	1,032	74	+ 1
Blitar	7,410	50	6,903	48	- 2
Batu	691	69	706	69	0

Notes: * Plans to rehabilitate classrooms have been made in all districts with the one exception of Probolinggo.

** Baseline data from these districts needs to be interpreted with caution when reviewing changes in classroom conditions.

3.3.8 Activity Report: Activities in Support of Classroom Conditions

Activity 3.1.1: Review of current practice: is there rationalisation of facilities; how is funding prioritised and allocated; how is renovation and repair managed?	Indicator: Review Report.	Target & Result: Review Report completed in 2004.
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Activity 3.1.2: School mapping/data collection and analysis.	Indicator: Report on mapping/data collection.	Target: Phase 3 collection Updated in Phase 1 & 2 Districts.
Results: The Phase 3 mapping/data collection was completed in August 2005 and reported in "Initial District Surveys: Phase 3 Districts, Volume 1: Report". Updating occurred in only a third of the Phase 1 and 2 Districts. See also report on Activity 2.1.2 above.		

Activity 3.1.3: Support the development of prioritised plans for facilities management, maintenance and repair	Indicator (1): District plans for facilities management, maintenance and repair prioritised according to schools demonstrating greatest need	Target: Made in Phase 2 Districts ; Updated in Phase 1 Districts.
	Indicator (2): RIPS includes planning for facilities management, maintenance and repair prioritised according to school's areas of greatest educational need.	Target: Plans made in Phase 3 Districts; Updated in Phase 1 & 2 Districts.
Results (1): All Phase 1 districts, except Probolinggo, have updated plans and all Phase 2 districts have made plans. Results (2): Facilities management in schools has been identified as a focus for attention in the forthcoming planning period. This target has not been achieved.		

Activity 3.1.4: Provide support to school committees in facilities management.	Indicator: Facilities management, maintenance and repair guidelines available in MBE schools.	Target: Annual program support provided.
Results: Advisory support has been provided and guidelines have been prepared in draft form but these have not yet been made available to schools. It is planned to finalize the guidelines and incorporate them into training manuals in 2006. See also results comment for 3.1.3 above.		

3.4 Working towards more equitable funding

Output 4.1: Increased direct funding for school operations and maintenance from APBD.	Indicator: Percentage change in funding - between year comparisons of funding levels.	Target: Increases by 10% per year.
Result: Only Kebumen approached the target with an overall increase of 9.3% in the proportion of the APBD devoted to education. Eight of the nine districts allocated an increased proportion of the education budget for non -salary (operations and maintenance) expenditure. For all MBE districts the average increase was 4.6% (range +15.6% to - 0.3%). The target was not achieved, however, this is beyond the control of MBE.		

Output 4.2: More equitable funding to schools based on formula.	Indicator: District & Dinas have a documented approach to formula funding.	Target: Formula funding applied in 6 districts .
Result: Six districts have begun implementing improved funding. Pacitan, Batu and Kebumen follow the formula funding principles disseminated by MBE. In addition, Madiun, Pati and Blitar are following a different approach to achieving more equitable school funding.		

3.4.1 Overall District Funding

The major factor determining the ability of districts to fund their education sector is the overall size of the district budget which is mainly determined by the size of the general funding allocation from the centre and to a lesser degree by the ability of districts to raise their own revenues. The differences between districts in their capacity to fund services are stark and are illustrated in Table 13.

Table 13: Per Capita Funding for Education

District	Education Budget 2005	Population (7 – 18 yrs)	Education Budget Per Capita (7 – 18 yrs)
	Rp million	No.	Rupiah
Pati	218,005	248,084	878,755
Pacitan	132,758	111,017	1,195,835
Probolinggo	147,760	233,822	631,934
Banyuwangi	235,805	331,573	711,171
Kebumen	242,969	305,219	796,048
Banyumas	267,442	361,098	740,636
Madiun	94,875	40,685	2,331,941
Blitar	227,378	239,736	948,452
Batu	33,527	35,696	939,237

Madiun municipality with Rp 2,331,941 per school-age child has a budget that is almost four times greater than Probolinggo district with Rp 631,934 per head. Of course, such large discrepancies between districts makes equitable funding at this level problematic. Therefore MBE seeks to assist districts to make the best use of their available resources (as well as to increase the overall size of their budget) through such strategies as formula funding and rationalizing resource use. Table 14 summarizes data in relation to district funding.

Table 14: District Education Financial Profiles

District	Total APBD Rp million			Education Budget Rp million			Direction of Change in APBD and Education Budgets		Education Budget 2004 Major Components		Education Budget 2005 Major Components		Change in Salaries Component 2004 - 2005
	2004	2005	% change	2004	2005	% change	APBD	Education	Salaries %	Non salaries %	Salaries %	Non salaries %	%
Pati	436,054	479,054	9.9	219,097	218,005	-0.5	Increase	Decrease	88.9	11.1	89.1	10.9	0.3
Pacitan (ff)	260,579	290,496	11.5	128,283	132,758	3.49	Increase	Increase	96.1	3.9	88.8	11.2	-7.3
Probolinggo	372,297	369,254	-0.8	146,625	147,760	0.77	Decrease	Increase	95.3	4.7	95.1	4.9	-0.2
Banyuwangi	508,565	521,394	2.5	236,596	235,805	-0.33	Increase	Decrease	94.3	5.7	92.1	7.9	-2.2
Kebumen (ff)	427,806	486,505	13.7	173,936	242,969	39.69	Increase	Increase	90.5	9.5	86.4	13.6	-4.1
Banyumas	488,535	560,755	14.8	257,454	267,442	3.88	Increase	Increase	95	5	93.6	6.4	-1.5
Madiun	278,020	255,008	-8.3	85,372	94,875	11.13	Decrease	Increase	79	21	63.4	36.6	-15.6
Blitar	392,686	418,059	6.5	199,645	227,378	13.89	Increase	Increase	95.1	4.9	90	10	-5
Batu (ff)	153,514	164,815	7.4	27,000	33,527	24.17	Increase	Increase	76.7	23.3	71.3	28.7	-5.3

(ff) District applies a documented approach to formula funding

3.4.2 Analysis of Education Funding

Table 14 shows that education is a significant component of APBD budgets. Education spending ranges, in 2005, from a high of 54.4% of APBD in Blitar to a low of 20.4% of APBD in Batu. Table 14 also shows how district commitment to the priority of education is indicated by their funding patterns from year to year and by the relative commitment to education spending from changes in APBD funding. Using the analysis in the Table, instructive patterns of commitment to education funding emerge. Probolinggo and Madiun are increasing the proportion spent on education even though there has been a decline in APBD. Pati has decreased education spending even though the APBD has increased. Others have increased education expenditure where there has been an increase in APBD. This is particularly true in Kebumen and Batu where significantly greater proportions have been allocated to education than the increase in APBD.

Most education spending is on salaries with only a relatively small amount left for other operational costs. Education is a labour intensive sector. Personnel expenditure is generally the largest share in the budget meaning that very little is left after paying salaries to be allocated to operations, maintenance and investment. MBE does not have a lot of leverage to change this situation apart from helping districts to collect and analyse data, isolate issues and support them in developing strategies, such as the more efficient allocation of teaching and physical resources, to address the problems identified.

There is a large range in the salary spending component from 95.1% in Probolinggo to 63.4% in Madiun. Between 2004 and 2005 there has been a downward trend in the proportion of the overall budgets allocated to salaries meaning that districts have more flexibility in allocating funds for other activities. This change is most marked in Madiun where the proportional decrease in salary expenditure was 15.6%. Pati experienced a marginal increase in salary expenditure of +0.3%.

Apart from differences between districts and municipalities, analysis based on per capita expenditures for education reveals major inequalities. The stark differences between districts and municipalities in their capacity to fund services have already been noted: Madiun municipality with Rp 2,331,941 per school-age child has a budget that is almost four times greater than Probolinggo district with Rp 631,934 per head (Table 13).

An important way in which efficiencies can be achieved is by ensuring that districts continue to share information and strategies through the MBE Intermediate Result area 1.3: Replication of local government best practices. Already in the Phase 1 and Phase 2 districts there has been a considerable amount of such sharing of ideas in the area of formula funding. In addition, MBE is beginning a process of systematically identifying and documenting good practices in this area.

3.4.3 Activity Report: Funding Support Activities

To achieve the outcomes intended in working towards more equitable funding, the PMEP specifies the following support activities. Table 15 summarizes implementation progress for these activities. The report in Table 15 shows that MBE may wish to review mapping and data collection and re-examine formula funding processes to support wider implementation of better funding principals.

Activity 4.1.1: Review current situation: allocation and use of funding at District level; target school financing.	Indicator: Review document.	Target: Conduct/Review Initial survey.
Activity 4.1.2: School mapping/data collection and analysis.	Indicator: School mapping completed in sub districts.	Target: Made / updated in Phase 1 & 2 Districts.
Activity 4.1.3: Develop formula funding for schools.	Indicator: Formula developed.	Target: Formula disseminated.
Activity 4.1.4: Refine, implement and monitor application of formula funding.	Indicator: Formula applied at District level.	Target: Formula funding applied in 6 Districts.

Table 15: Summary of Outcomes of MBE Funding Activities 4.1.1 – 4.1.4

District	Review Conducted	Mapping Updated in Phase 1 & Made in Phase 2 Districts	Formula developed and disseminated	Formula applied at District Level
	Activity 4.1.1	Activity 4.1.2	Activity 4.1.3	Activity 4.1.4
Phase 1				
Pati	Yes	No	Yes	Yes*
Pacitan	Yes	Yes	Yes	Yes
Probolinggo	Yes	No	Yes	No
Banyuwangi	Yes	Yes	Yes	No
Phase 2				
Kebumen	Yes	Yes	Yes	Yes
Banyumas	Yes	Yes	Yes	No
Madiun	Yes	Yes	Yes	Yes*
Blitar	Yes	Yes	Yes	Yes*
Batu	Yes	Yes	Yes	Yes
Total (yes)	9	7	9	6

* This district is implementing a more equitable funding approach that differs from the approach recommended by MBE. This district is included here to recognise the effort in making school funding more equitable and transparent.

3.4.4 Formula Funding for Schools

The concept of formula funding has been communicated to all districts through formal training and advisory support services (Table 4 and Table 15).

Adequate funding is essential to support school based management and experience shows that it is more efficient for schools to manage their own operational purchases. Funding should be allocated by districts equitably and transparently. Schools with more students should, in general, receive more funding and everyone should know what each school receives. All districts have been allocating funds directly to schools for the operational budget and are therefore receptive to the idea of strengthening resource allocation processes based on the principle of a formula.

Six districts have begun implementing improved funding ideas as shown in Table 15, above. Pacitan, Batu and Kebumen follow the formula funding principles disseminated by MBE. In addition, Madiun, Pati and Blitar are following a different approach to achieving more equitable school funding.

Although change in funding strategies is slow, there are signs of positive movement towards greater flexibility and transparency in school funding that reflects the needs and characteristics of schools.

3.5 Discussion and recommendations

This section discusses issues arising from the monitoring of district management and also specifically suggests additional actions that are proposed to those already identified in the work program (and which are not further identified here).

Generally progress in the district management of basic education is moving in the right direction but the evidence suggests that there are areas where considerable strengthening is required. A key area is data based planning and management.

If accurate data is collected by districts and planning is based on a careful analysis of that data, it has the potential to greatly improve the quality of governance and management. It also has the potential to increase the efficiency of the resource allocation processes.

Recommendation 1 It is recommended that all consultants need to focus on helping districts and schools to develop approaches and attitudes that support the collection, analysis and use of better quality data. Reviewing the data presented here can be a good beginning for this action. Data collection needs to ensure that collecting sex disaggregated data is a routine practice.

Monitoring indicates that districts may benefit from further technical assistance in improving the efficiency and effectiveness of educational services. In particular, monitoring identifies that the areas of mapping and of data based planning could be strengthened in most districts' management approaches.

Recommendation 2: Mapping and data based planning technical assistance should be provided but only on the basis of a formal request and an agreed strategy by the districts interested in strengthening district planning. Strong leadership and commitment are critical requirements for better planning to succeed.

One of the central government's main objectives is to develop school based management (SBM), which envisages a greater role for local communities. This is intended to develop a greater sense of ownership and community involvement, make more efficient use of resources and lead to greater accountability. SBM needs to be supported by adequate district funding so that schools can implement the management decisions which they take. The low level of expenditure allocated to covering the operation costs of schools in districts reflects partly the low level of discretionary funding currently available.

It is clear from an analysis of budgets and the budget processes, that the problem is not only the total amount of funding for schools but also the way in which these limited funds are allocated and used. Whereas individual districts and schools may have limited opportunity to increase the size of the budget, there is much that they can do to ensure that what is actually available is spent honestly, effectively and efficiently on a prioritized needs basis. MBE will also lobby, as far as it is possible within its brief, for more equitable distribution of government funds to districts.

Despite the relatively low levels of discretionary spending in the districts there is still the potential for greater efficiency in the use of resources especially in the deployment of teachers. MBE has already addressed the issue of making more efficient use of resources in the Phase 1 and Phase 2 districts and will be continuing to assist them to further analyse their expenditure and propose increased efficiencies. The areas where most increased efficiencies are expected to be found are in teacher deployment and use of buildings.

Recommendation 3: MBE consultants should be working with schools and with districts to help them identify ways in which they can make more effective and efficient use of the financial and other resources they already have.

All districts continue to have a serious backlog of repairs to schools, although some progress has been noted. Poor standard classrooms create major challenges for teachers in relation to teaching and the physical comfort of children and teachers. Poor standards also present serious health and safety risks and reports of injury to children and even death from collapsing school roofs are discussed above.

Recommendation 4: It is recommended that MBE should be proactive in supporting districts and school management to achieve higher standards in building maintenance and repair consistent with MBE output and activity targets. Advisory support has been provided and guidelines for maintenance have been prepared in draft form but these have not yet been made available to schools. It is further recommended that the guidelines be finalized and incorporated into training manuals in 2006.

4. SCHOOL AND COMMUNITY BASED MANAGEMENT

4.1 Background

The MBE program is focusing on building models of local, school based management and community participation to foster education quality improvement. The local management interventions are related to the following project outcome: *MBE schools meet criteria of having active, functioning school committee and increased community support.*

Monitoring material was gathered by structured questionnaire, examination of documentary evidence, discussion with principals, teachers, community members and parents, and by direct observation. Every effort was made to secure reliable data by seeking at least two sources of evidence of local management processes and of outcomes. These sources generally included observations, formal documents and verbal reports from key stakeholders. The monitors looked for evidence of the achievement of the main objectives to be addressed by the program as follows:

Intermediate Result Area 1: Decentralized Management and Governance of Schools

IR1.2: Increased community participation in the provision of education

- *Develop models of school and community based planning and management*
- *Develop the role of the School Committee*
- *Increase the role of the community in target schools.*

4.2 Models of School and Community Based Management

4.2.1 School Development Plans and School Budgets

Project Output 5.1: School Development Plan (RPS) and Integrated School Budget (RAPBS) focused on quality improvement developed with community participation annually updated and publicly available.	<p>Indicator: Number of MBE schools with a School Development Plan (RIPS) and Integrated School Budget (RAPBS) meeting criteria.</p> <p>Both RPS and RAPBS developed with community participation focused on activities to support improved teaching and learning.</p> <ul style="list-style-type: none"> - regularly updated - RAPBS publicly displayed - Monitored by School Committee. 	<p>Target:</p> <p>160 schools have RIPS</p> <p>140 schools have displayed RAPBS.</p>
<p>Results: From the sample survey, an estimated 92 (51%) of all schools in Phase 1 and 2 meet all the listed criteria of planning and budgeting. This does not meet the number of target schools. The weakest area is in the public display of plans: estimated n=92 or 51% of schools and budgets where the estimated n=106 or 58% of schools. The weakness is particularly evident in the Phase 1 districts. Strengths are in plan and budget preparation with 95% of schools preparing plans and 100% of schools reporting that budgets have been prepared.</p>		

To achieve higher levels of transparency, accountability and responsibility, MBE aims to encourage stakeholder involvement in school management, planning, budgeting and monitoring. It does this by training school committees and school staff to work together to make plans and to develop budgets to support these plans. These budgets are to show all sources of funding and all expenditure and it is intended that the plans and budgets should be displayed publicly, monitored, and used in the implementation of school activities.

Among the 77 schools monitored, all but four have undertaken the process of preparing school development plans and all have prepared budgets. A positive indicator of community participation and transparency is that where plans and budgets exist, the school committee had been involved in their preparation in well over 90% of cases and in monitoring plans and budgets in over 80% of cases (Table 16 and Table 17). Schools in Madiun have been particularly successful in meeting the planning and budgeting criteria.

The weakest characteristic of recommended school planning and budgeting procedure, the public display of plans and budgets, reflects that the importance of public transparency is not yet been fully entrenched. Overall, 51% of schools display plans and 58% display budgets. A possible explanation for this is that monitoring occurred at a time when schools were reconsidering their budgets in relation to the BOS.

The difference between Phase 1 and Phase 2 districts in the display of plans and budgets is quite marked: less than half of the Phase 1 schools display this information whereas about two thirds of Phase 2 schools do so. This suggests that the issue of sustainability of change needs close attention, particularly in some districts such as Pati and Probolinggo.

Based on the monitoring sample, it is estimated that 92 or 51% of MBE schools meet all the criteria for planning and budgeting, which is considerably schools less than the target. Nevertheless, the outcome is quite commendable given the very stringent nature of the criteria specified in the indicator for this project output.

Table 16: School Development Plan Implementation

District	Number of schools in survey	School Plan Prepared		School Committee Involved where Plan Prepared		School Plan regularly updated where Plan Prepared		School Plan Publicly Displayed where Plan Prepared		School Plan/Program Implementation Monitored by School Committee		School Plan used in Implementation of School Activities	
		n	%	n	%	n	%	n	%	n	%	n	%
Pati	8	8	100.0	5	62.5	4	50.0	2	25.0	8	100	8	100
Pacitan	9	8	88.9	8	100	8	100	3	37.5	7	87.5	8	100
Probolinggo	10	9	90	9	100	9	100	2	22.2	6	66.7	9	100
Banyuwangi	9	8	88.9	7	87.5	6	75.0	4	50.0	7	87.5	7	87.5
Total Phase 1	36	33	91.7	29	87.8	27	81.8	11	33.3	28	84.8	32	97.0
Kebumen	8	8	100	8	100	5	62.5	5	62.5	6	75.0	8	100
Banyumas	8	8	100	8	100	4	50.0	4	50.0	8	100	7	87.5
Madiun	8	8	100	8	100	8	100	7	87.5	8	100	8	100
Blitar	8	8	100	8	100	8	100	5	62.5	7	87.5	8	100
Batu	9	8	88.9	7	87.5	7	87.5	5	62.5	4	50.0	8	100
Total Phase 2	41	40	97.6	39	97.5	32	80.0	26	65.0	33	82.5	39	97.5
Total	77	73	94.8	68	93.2	59	80.8	37	50.7	61	83.5	71	97.3

Table 17: Annual School Budget Implementation

District	Number of schools in survey	School Budget Prepared		School Committee Involved where Budget Prepared		School Budget regularly updated where Budget Prepared		School Budget Publicly Displayed where Budget Prepared		School Budget Implementation Monitored by School Committee		School Budget used in Implementation of School Activities	
		n	%	n	%	n	%	n	%	n	%	n	%
Pati	8	8	100	8	100	4	50.0	3	37.5	8	100	8	100
Pacitan	9	9	100	9	100	8	100	6	66.7	7	87.5	9	100
Probolinggo	10	10	100	9	90.0	9	100	5	50.0	6	66.7	10	100
Banyuwangi	9	9	100	9	100	6	75.0	3	33.3	7	87.5	9	100
Total Phase 1	36	36	100	35	97.2	27	81.8	17	47.2	28	84.8	36	100
Kebumen	8	8	100	8	100	5	62.5	4	50.0	6	75.0	8	100
Banyumas	8	8	100	8	100	4	50.0	4	50.0	8	100	7	87.5
Madiun	8	8	100	8	100	8	100	7	87.5	8	100	8	100
Blitar	8	8	100	8	100	8	100	6	75.0	7	87.5	8	100
Batu	9	9	100	8	88.9	7	87.5	8	88.9	4	50.0	9	100
Total Phase 2	41	41	100	40	97.6	32	80.0	28	68.3	33	82.5	40	97.5
Total	77	77	100	75	97.4	59	80.8	45	58.4	61	83.5	76	98.7

4.2.2 Leadership by the Principal

Output 5.2: School principals provide instructional leadership to teachers.	Indicator: Number of MBE schools with a principal meeting criteria of instructional leadership : Principal monitors teachers Principal supports teachers' work / encourages innovation Principal encourages all teachers to attend KKG/MGMP.	Target: 100 schools.
Results: From the sample survey, an estimated 141 of all 182 school principals in Phase 1 and 2 meet the three criteria of instructional leadership. This exceeds the target of 100 schools.		

Output 5.3: School principals provide leadership to the community.	Indicator: Number of MBE schools with a principal meeting criteria of community leadership: Principal holds meetings with community / parents to explain educational work of the school Principal holds regular meetings with all the community to encourage their participation.	Target: 100 schools.
Results: From the sample survey, an estimated 121 of all 182 school principals in Phase 1 and 2 meet the criteria of leadership in the community. This exceeds the target of 100 schools.		

The school principal has a significant and complex leadership role in both the school and in the local community. The principal's leadership is a key factor in determining the quality of the education provided by the school and in identifying and organising community resources to support the school. MBE supports the development of this leadership role through training and advice. Consideration is being given to strengthening the training of principals by coordinating the development of approaches and materials with work currently being initiated by the USAID Decentralized Basic Education program, Package 1.

It is recommended that MBE strengthen principals' leadership in two key domains – instructional leadership in schools and leadership in the community. Many principals interpret holding meetings with teachers as one way of providing leadership and supporting their work. More than 80% of principals claim to hold such meetings on at least a quarterly basis to discuss teachers' work and innovations (Table 18). Substantial proportions of principals (overall 86%) also claimed to encourage attendance at KKG and MGMP meetings (teacher working groups) and the attendance data (Table 19) indicates that half of all teachers attend all these meetings, supporting this claim. There is evidence, however, of a substantial difference between the Phase 1 and Phase 2 schools in this level of encouragement to teachers – in Phase 1, 94% of principals and in Phase 2, 78% report that they are encouraging teachers to attend meetings. The reasons for this sizeable difference are not known but could be instructive in developing a better understanding of educational change processes in schools.

Table 18: Principals' Instructional Leadership

District	Number of schools in survey	Principal Monitors School Plan/Program		Principal Meets with Teachers to Discuss Work/Innovations at least 4 times per year**		Principal Encourages Teachers to Attend KKG/MGMP meetings ***	
		n	%	n	%	n	%
Phase 1							
Pati	8	8	100	7	87.5	8	100
Pacitan	9	8	88.9	9	100	9	100
Probolinggo	10	10	100	8	80.0	9	90.0
Banyuwangi	9	6	66.7	4	44.4	8	88.9
Total Phase 1	36	32	88.9	28	77.8	34	94.4
Phase 2							
Kebumen	8	6	75.0	6	75.0	6	75.0
Banyumas	8	8	100	7	87.5	7	87.5
Madiun	8	8	100	7	87.5	6	75.0
Blitar	8	8	100	7	87.5	7	87.5
Batu	9	8	88.9	7	77.8	6	66.7
Total Phase 2	41	38	92.7	34	82.9	32	78.0
Total	77	70	90.9	62	80.5	66	85.7

Table 19: Attendance at Meetings of KKG/KKKS – MGMP/MKKS

District	No of Schools in Sample	All teachers attending		Less than all but more than 50% attending		Less than 50% attending	
		n	%	n	%	n	%
Phase 1							
Pati	8	7	87.5	1	12.5	0	0
Pacitan	9	0	0	9	100	0	0
Probolinggo	10	6	60.0	3	30.0	1	10.0
Banyuwangi	9	5	55.6	3	33.3	1	11.1
Total Phase 1	36	18	50.0	16	44.4	2	5.6
Phase 2							
Kebumen	8	4	50.0	2	25.0	2	25.0
Banyumas	8	6	75.0	1	12.5	1	12.5
Madiun	8	3	37.5	3	37.5	2	25.0
Blitar	8	4	50.0	3	37.5	1	12.5
Batu	9	3	33.3	3	33.3	3	
Total Phase 2	41	20	48.8	12	29.3	9	22.0
Total	77	38	49.4	28	36.4	11	14.3

All schools reported that principals held meetings with parents to discuss administrative and educational matters. In two thirds of all schools, in both Phase 1 and in Phase 2 schools, these meetings were held at least half-yearly, although in some districts there is a rather lower level of principal interaction with their communities. These districts include Pati, Kebumen and Batu where

principals hold meetings less than half yearly or only incidentally. On the other hand, these same districts report principals meeting with school committees 'often or always' so it might be concluded that this type of community contact is considered a substitute for regular meetings with parents. Principal meetings with committees are particularly evident among the Phase 2 schools.

Table 20: Frequency of Principal Meeting with Parents and School Committee

District	No of School s in Sample	Meeting Parents at least Quarterly		Meeting Parents about Half Yearly		Meeting Parents less than Half Yearly or 'incidentally'		Meeting with School Committee 'Often or Always'	
		n	%	n	%	n	%	n	%
Phase 1									
Pati	8	0	0	3	37.5	5	62.5	8	100
Pacitan	9	1	11.1	5	55.5	3	33.3	8	88.9
Probolinggo	10	0	0	10	100	0	0	0	0
Banyuwangi	8*	2	25.0	3	37.5	3	37.5	3	37.5
Total Phase 1	35	3	8.6	21	60.0	11	31.4	19	54.3
Phase 2									
Kebumen	8	0	0	3	37.5	5	62.5	8	100
Banyumas	8	2	25.0	4	50.0	2	25.0	8	100
Madiun	8	3	37.5	4	50.0	1	12.5	8	100
Blitar	8	1	12.5	6	75.0	1	12.5	7	87.5
Batu	9	2	22.2	2	22.2	5	55.6	9	100
Total Phase 2	41	8	19.5	19	46.3	14	34.1	40	97.6
Total	76	11	14.5	40	52.6	25	32.9	59	77.6

* Data from one school of the total nine in Banyuwangi is missing.

4.2.3 Stakeholder Satisfaction

Output 5.4: Increased stakeholder satisfaction.	Indicator: Increased satisfaction expressed by parents, students and teachers with MBE inputs.	Target: Satisfaction among all stake-holders shows improvement on 2004.
Results: The evaluation of stakeholder satisfaction has been deferred until early 2006. In the meantime, the consensus of consultants is that satisfaction among school-level stakeholders (children, teachers, principals and parents) is high and higher than satisfaction among some administrators in Dinas Pendidikan.		

4.2.4 Activity Report: Study of Principals

Activity 5.1.1: Study of principals.	Indicator: School Principal Study.	Target: Study Report Completed (achieved in 2004).
Results: The Study Report was completed in 2004.		

4.3 The Role of the School Committee

Output 6.1: School Committees will have been organised in all project schools and will be functioning according to set criteria.	Indicator: Number of MBE schools that have active and functioning School Committees meeting all criteria <ul style="list-style-type: none"> - meeting at least 4 times a year - actively involved in planning and monitoring. 	Target: 120 schools
Results: From the sample survey, an estimated 126 of all 182 schools in Phase 1 and 2 meet the indicated criteria. This exceeds the target of 120 schools		

School Committees have been created as the key mechanism to secure local participation and ownership of the development and management of schools. Committees bring together stakeholders from the school itself, parents, and the local community. Committees have key responsibilities for the preparation of plans and budgets and for general oversight of plan implementation and for monitoring.

All schools surveyed claimed that a school committee existed, and as Table 21 shows, the majority can be described as 'active' school committees meeting at least four times per year and involved in planning and monitoring as specified in the indicator. School Committee activity is weakest in Probolinggo but strongest in Blitar and Madiun.

Table 21: Data on School Committees

District	No of School s in Sample	School Committee Formed in Schools		Committee formed and meeting at least 4 times a year		Committees involved in planning		Committees involved in monitoring	
		n	%	n	%	n	%	n	%
Phase 1									
Pati	8	8	100	7	87.5	5	62.5	7	87.5
Pacitan	9	9	100	5	55.6	8	88.9	7	77.8
Probolinggo	10	10	100	5	50.0	9	90.0	6	60.0
Banyuwangi *	8	8	100	5	62.5	7	87.5	7	87.5
Total Phase 1	35	35	100	22	62.9	29	82.9	27	77.1
Phase 2									
Kebumen	8	8	100	5	62.5	8	100	6	75.0
Banyumas	8	8	100	5	62.5	8	100	8	100
Madiun	8	8	100	7	87.5	8	100	8	100
Blitar	8	8	100	7	87.5	8	100	7	87.5
Batu	9	9	100	7	77.8	7	77.8	4	44.4
Total Phase 2	41	41	100	31	75.6	39	95.1	33	80.5
Total	76	76	100	53	69.7	68	89.5	60	78.9

* Data from one school of the total nine in Banyuwangi is missing.

The data on school committees compares favourably with data reported from the monitoring of Phase 1 schools in 2004 and the baseline survey for Phase 2 schools in 2004. Table 22 sets out comparisons between Phases and years. It appears that the idea of school committees and their function is at the very least, stable, well-accepted, and becoming more widespread among schools. There is also an indication that the work of school committees may be currently better implemented among Phase 2 districts.

Table 22: Comparison of School Committees in 2004 & 2005

Indicator	Percentage of Schools			
	Phase 1 - 2004	Phase 1 - 2005	Phase 2 - 2004	Phase 2 - 2005
School Committee formed	*	100	100	100
Committee meets at least 4 times per year	39	63	63	76
Committee involved in planning	83	83	63	95
Committee involved in monitoring	83	77	63	81

* missing data

4.3.2 Activity Report: School and Community Training

Activity 6.2.1: School and community training to develop RIPS and RAPBS .	Indicator: School and community participation in RIPS and RAPBS training .	Target: 90% target schools .
Results: All target schools participated in training to develop RIPS and RAPBS, exceeding the target of 90%. In the period Jan – Sep 2005, 587 community members participated in training (Table 23).		

Table 23 presents data about school and community participation in training activities.

The data in Table 23 presents total participation in the period January – September 2005 by occupational/community groups. The way the data has been collected does not permit an analysis by type of training as the data has been aggregated by all training attended by district and occupational/community groups. Therefore, it is only possible to estimate results from the existing data.

The data does show that there has been extensive participation by schools and their communities in training provided by MBE, particularly among school teachers and principals, supervisors and community members. A total of 5,924 people participated from the nine MBE districts. In addition, other important groups have attended training including members of local parliaments and educational councils, although this has only occurred in a third of the districts.

Finally, as Part 5: *Replication of Local Government Best Practice* demonstrates, there has been even more widespread participation in training from schools and communities in MBE districts by another 17,525 persons. These people come from non-target MBE schools and sub-districts within participating MBE districts. The training provided has been supported by locally provided resources with technical assistance from MBE in some cases.

4.3.3 Activity Report: Study of School Committees

Activity 6.2.2: Study of school committees .	Indicator: School Committee Study.	Target: Study report completed.
Results: Study completed in 2004 .		

Table 23: Educators and Community Members Trained by MBE Jan – Sep 2005**PRIMARY SCHOOL EDUCATORS AND COMMUNITIES TRAINED IN SCHOOL BASED MANAGEMENT, COMMUNITY PARTICIPATION AND TEACHING AND LEARNING (PAKEM/CTK)**

District	Teachers			School Principals			School Supervisors			School Committees and Community Members			Education Sector Staff			Local Parliament			Education Council			Others			TOTAL		
	M	F	T	M	F	T	M	F	T	M	F	T	M	F	T	M	F	T	M	F	T	M	F	T	M	F	T
Pati	92	121	213	20	8	28	6	3	9	45		45												163	132	295	
Pacitan	125	204	329	70	1	71	33	4	37	36	12	48	3	1	4									267	222	489	
Probolinggo	116	145	261	29	19	48	16	6	22	35	10	45	1		1	1		1	1		1			199	180	379	
Banyuwangi	144	179	323	43	7	50	18	10	28	63	45	108	5		5									273	241	514	
Banyumas	81	98	179	19	13	32	20		20	34	4	38	4	1	5									158	116	274	
Kebumen	94	167	261	28	16	44	11	4	15	42	4	46	7	2	9						8	4	12	190	197	387	
Blitar	119	214	333	30	30	60	15	19	34	19	23	42	10	2	12	1		1	2		2			196	288	484	
Madiun	53	183	236	19	24	43	15	8	23	20	19	39	11	5	16						4		4	122	239	361	
Batu	123	246	369	26	21	47	35	2	37	21	9	30	9	6	15									214	284	498	
Total	947	1,557	2,504	284	139	423	169	56	225	315	126	441	50	17	67	2		2	3		3	12	4	16	1,782	1,899	3,681

JUNIOR SECONDARY SCHOOL EDUCATORS AND COMMUNITIES TRAINED IN SCHOOL BASED MANAGEMENT, COMMUNITY PARTICIPATION AND TEACHING AND LEARNING (CTL)

District	Teachers			School Principals			School Supervisors			School Committees and Community Members			Education Sector Staff			Local Parliament			Education Council			Others			TOTAL		
	M	F	T	M	F	T	M	F	T	M	F	T	M	F	T	M	F	T	M	F	T	M	F	T	M	F	T
Pati	198	221	419	27	10	37	11	5	16	16		16	1	1	2										253	237	490
Pacitan	72	72	144	16	3	19	1		1	20		20													109	75	184
Probolinggo	58	70	128	18	2	20	10	6	16	14	4	18	1		1										101	82	183
Banyuwangi	175	159	334	17	4	21	1		1	13	5	18													206	168	374
Banyumas	49	58	107	9		9	3		3	10		10	3	1	4										74	59	133
Kebumen	91	71	162	19	1	20	18	4	22	17	1	18	4		4							1	1	2	150	78	228
Blitar	77	83	160	30	30	60	8	5	13	11	7	18	12	3	15	1		1	2		2				141	128	269
Madiun	38	94	132	15	3	18	5		5	16	2	18													74	99	173
Batu	81	75	156	17		17	19		19	8	2	10	5	2	7										130	79	209
Total	839	903	1,742	168	53	221	76	20	96	125	21	146	26	7	33	1		1	2		2	1	1	2	1,238	1005	2,243
TOTAL ALL SCHOOLS	1,786	2,460	4,246	452	192	644	245	76	321	440	147	587	76	24	100	3		3	5		5	13	5	18	3,020	2,904	5,924

4.4 The Role of the Community in Target Schools

The three related outputs in relation to the role of the community in schools , and summarized results, are as follows:

Output 7.1: Parental and community assistance to schools will have increased in financial and in-kind terms.	Indicator: Number of MBE schools that meet both criteria - increase in in-kind contributions to school activities - increase in financial contributions to school activities .	Target: 100 schools
Results: From the sample survey, an estimated 109 of all 182 schools in Phase 1 and 2 meet both the indicated criteria of increases in contributions. The estimate of in-kind contributions is 109 schools, and financial contributions is 128 schools. These estimates both exceed the target of 100 schools.		

Output 7.2: Community support of teaching and learning in schools will have increased.	Indicator: Number of MBE primary schools where parents help teachers regularly in at least one classroom .	Target: 20 schools have parent's groups; parents assist in 20 schools.
Results: From the sample survey, an estimated 96 of all 182 schools in Phase 1 and 2 are being actively supported by parents/community in the classroom. This estimate exceeds the target of 20 schools.		

Output 7.3: Schools adopt active community strategy in maintaining and improving the school facilities.	Indicator: Number of MBE schools' School Committees actively involved in maintaining and improving the school facilities.	Target: 100 schools.
Results: From the sample survey, an estimated 112 of all 182 schools in Phase 1 and 2 are being actively supported by their communities in maintaining and improving the school facilities. This estimate exceeds the target of 100 schools.		

Table 24 reveals that there is strong support for schools from parents and from the local communities and companies. This support comes in the form of direct cash payments and from in-kind contributions such as providing labour for school maintenance and participation in the school's learning and teaching programs.

In terms of financial and in-kind contributions, there is a clear difference between the Phase 1 and Phase 2 districts. The Phase 2 districts demonstrate an overall increase that is larger than in the Phase 1 districts. Banyumas district (Phase 2) reported the highest proportion of schools receiving these forms of additional contributions whereas Probolinggo (Phase 1) reports the lowest. Although such wide differences in support invite closer investigation of underlying causes, it is felt that the impact of the *Bantuan Operasional Sekolah* (BOS) has been greater in some districts than in others by creating the erroneous expectation that government will take over all funding responsibilities from communities.

Table 24: Data on the Role of Communities in Target Schools

District	No of Schools in Sample	Increase in In-kind contribution from parents to school		Increase in fund contribution from parents to school		Increase in community support for developing school facilities		Increase in contributions from local companies		Parent/Community participation in school learning and teaching	
		n	%	n	%	n	%	n	%	n	%
Phase 1											
Pati	8	6	75.0	8	100	4	50.0	2	25.0	4	50.0
Pacitan	9	4	44.4	7	77.8	8	88.9	4	44.4	4	44.4
Probolinggo #	10	3	30.0	3	30.0	3	30.0	4	40.0	6	60.0
Banyuwangi *	8 (9)	5	62.5	5	62.5	3	37.5	1	12.5	8	88.9
Total Phase 1	35	18	51.4	23	65.7	18	51.4	11	31.4	22	61.1
Phase 2											
Kebumen	8	5	62.5	6	75.0	4	50.0	1	12.5	3	37.5
Banyumas	8	7	87.5	7	87.5	8	100	5	62.5	2	25.0
Madiun	8	7	87.5	7	87.5	5	62.5	4	50.0	4	50.0
Blitar #	8	2	25.0	3	37.5	6	75.0	3	37.5	7	87.5
Batu	9	7	77.8	8	88.9	6	66.7	2	22.2	3	33.3
Total Phase 2	41	28	68.3	31	75.6	29	70.7	15	36.6	19	46.3
Total	76	46	60.5	54	71.1	47	61.8	26	34.2	41	53.2

Investigation of the reasons for lower rates of community participation in target schools is recommended. * 8 schools except for participation in classroom which is 9 schools.

Table 25 shows the types of support provided by companies and industries to target schools. More than two thirds of schools report receiving some form of support from these sources, most commonly this is in the form of direct funding, but it also includes scholarships and materials and equipment.

Table 25: Support Provided by Companies and Industries to Schools

District	No of Schools in Sample	Funding Contribution to Schools		Materials and equipment		Scholarships		Other forms of support		Total Cases of Support	
		n	%	n	%	n	%	n	%	n	%
Phase 1											
Pati	8	4	50.0	0	0	0	0	0	0	4	50.0
Pacitan	9	3	33.3	2	22.2	0	0	2	22.2	7	77.8
Probolinggo	10	5	50.0	1	10.0	1	10.0	0	0	7	70.0
Banyuwangi *	8	4	50.0	0	0	2	25.0	0	0	6	75.0
Total Phase 1	35	16	45.7	3	8.6	3	8.6	2	5.7	24	68.6
Phase 2											
Kebumen	8	1	12.5	1	12.5	3	37.5	1	12.5	6	75.0
Banyumas	8	4	50.0	2	25.0	1	12.5	1	12.5	8	100
Madiun	8	7	87.5	0	0	0	0	0	0	7	87.5
Blitar #	8	2	25.0	1	12.5	1	12.5	1	12.5	5	62.5
Batu	9	3	33.3	0	0	0	0	0	0	3	33.3
Total Phase 2	41	17	41.5	4	9.8	5	12.2	3	7.3	29	70.7
Total	76	33	43.4	7	9.2	8	10.5	5	6.6	53	69.7

An important educational innovation encouraged in MBE schools has been the formation of parents' groups to support individual classes in schools. MBE has encouraged the idea of parents and members of the community working regularly in the classroom to assist in teaching the students.

In the Phase 1 monitoring report of 2004 it is noted that 6 schools (17% of sampled schools) regularly invited parents into classrooms to help teachers and in the 2004 Phase 2 baseline survey, it was found that there were only two cases in 32 schools (6%) of parents helping in classrooms. This year, 2005, 61% of Phase 1 schools are reporting parent participation and 46% in Phase 2.

There is a popular view that classroom assistance only occurs in primary schools. However the data in Table 26 indicates that it is also occurring in junior secondary schools, but less commonly.

Table 26: Parent and Community Participation in Classrooms

School Level	Percentage of Schools with Classroom Participation		
	Phase 1	Phase 2	Total
Primary schools	75	62	68
Junior secondary schools	33	20	26
Total Schools	61	46	53

The higher rates of parental and community participation in Phase 1 schools suggests that higher rates of participation in school classrooms occurs as time moves forward. The reasons for this increase are not clear, but the greater participation rate in Phase 1 schools is in contrast to many indicators of activity and outcomes in Phase 1 which tend to be lower than in Phase 2 districts and schools.

However, the idea that schools can be assisted to provide better quality education by in-kind contributions does seem to be spreading and gathering strength. Not only are parents assisting in classrooms they are also active in providing support in maintaining and improving facilities in the majority of schools.

4.4.2 Activity Report: Training in MBS

Activity 7.2.1: Training of school principals, teachers, parents and communities in MBS.	Indicator: No of parents + community members trained.	Target: 90% target schools.
Results: Table 23 indicates that, overall, 5,294 persons participated in MBS training, including 587 school committee and community members from an estimated 100% of target schools, thus exceeding the target.		

Table 23 summarizes data about school and community participation in training activities. The data in Table 23 presents total participation in the period January – September 2005 by occupational/community group. The data shows that there has been extensive participation by school committee and communities in training provided by MBE which exceeds the stated target.

4.4.3 Activity Report: Technical Support

Activity 7.2.2: Provide technical support to school committees/communities in educational management and support .	Indicator: Support provided to MBE schools.	Target: Annual program support provided.
Results: MBE continues to provide local and Jakarta -based technical support to school committees and communities in educational management . This is done through its network of consultants, provincial and district and co -ordinators and trainers. The numbers of consultants, facilitators and trainers providing technical support are: Jakarta: 10; Malang (East Java): 5; Semarang (Central Java): 3; District Co -ordinators: 9; National Trainers: 20; Facilitators: 108 (12 per district).		

4.5 Determining Project Outcome in School Based Management

The estimation of the Project Outcome for the implementation of school based management and community participation is explained in the following Table. See also the summary discussion of MBE results in section 2.

Project Outcome : MBE project schools meet criteria of having active functioning School Committee and increased community support.	Indicator (1): Number of project schools that meet all criteria: - implement School Based Management - having active functioning School Committee - increased community support.	2005 Target: 160 schools.
Results: The summary table below shows the indicators that have been selected from among the many presented in Tables 16, 21 & 24 to best represent the criteria listed in the indicator. The summary also shows the extent to which each criterion has been achieved. From this information, it is estimated that the overall number of project schools meeting all criteria is 127 (the lower of the three estimates calculated in the summary below). This, admittedly conservative estimate of 127 schools, is less than the target of 160 meaning the target may not have been achieved.		
Criterion: Implement School Based Management. Indicator: Table 16: - School Committee involved where Plan prepared. Result: 93.2% of sample schools; estimated no. of all project schools is 170 schools (182 x 93.2%)	Criterion: Having active functioning School Committee. Indicator: Table 21: - Committee formed and meeting at least 4 times per year. Result: 69.7% of sample schools; estimated no. of project schools is 127 schools (182 x 69.7%)	Criterion: Increased community support. Indicator: Table 24 Increase in fund contribution from parents to school. Result: 71.1% of sample schools; estimated no. of project schools is 129 schools (182 x 71.1%)

4.6 Discussion and recommendations

This section discusses issues arising from the survey of local school management and also specifically lists recommendations and actions that are proposed additional to those already identified in the work program.

The implementation of school based management (SBM) is widespread and generally sound. However, it is not yet universal. A weakness is that the importance of transparency and accountability may not yet be well understood and implemented. This is indicated by the extent to which schools are not displaying their plans and budgets.

Another weakness is the potential danger of SBM being considered by schools and communities as a 'one-off' or irregular activity. There are several early signs that this may be an emerging issue: the relative lower rates of committee activity in Phase 1 schools when compared with Phase 2 schools (Table 21) and also the lower rates of principals' interaction with their committees in Phase 1 (Table 20). MBE has a role in consolidating the gains made so far in SBM and one strategy to do this would be to work through principals who have a designated role in both school and in community leadership. This may necessitate some further professional development for principals.

Against the background of these concluding observations, the following recommendations are made:

Recommendation 5: To understand lower rates of committee activity in Phase 1 districts it is recommended that MBE review the earlier study of school committees and recommend strategies to improve the sustainability, transparency and accountability of local management of school education.

The principal's leadership is a key factor in determining the quality of the education provided by the school and in identifying and organising community resources to support the school.

Recommendation 6: It is recommended that attention be given to strengthening the training of principals by coordinating the development of approaches and materials with the USAID Decentralized Basic Education program. It is further recommended that MBE strengthen principals' leadership in the two key domains of instructional leadership in schools and leadership in the community.

Recommendation 7: As community participation in target schools is weak in certain districts (Table 24) it is recommended that the proposed MBE activity in identifying and documenting good practices seeks to learn from the experience of more successful districts in community participation and assist the weaker districts to apply this learning to their own situations.

5. REPLICATION OF LOCAL GOVERNMENT BEST PRACTICES

5.1 Introduction: Best practice and good practice

The concept of best practice or good practice is used to help understand what works effectively. A 'best practice' is a coherent set of educational and management actions with a proven record of achieving the goal of improving the quality of basic education. To suggest that something is a 'best practice' implies that it has been selected and compared with all other practices and found to be the 'best' available. This presents a real difficulty in educational development in Indonesia for two reasons.

First, given the size of Indonesian basic education, it is impossible to conduct comprehensive surveys to determine what the 'best' might be. Second, even if it was possible to find best practices, these practices may set an impossible target for many schools and institutions trying to undertake quality improvements where they may be beginning from a very low base of resources and experience. For these reasons, the term 'good' is used in place of 'best'. 'Good' is meant to indicate similar qualities described for 'best' with the exception that the good practice is understood to not necessarily be 'the best'. 'Good' simply means an achievable set of practices with a solid record of achieving the goal of improving the quality of basic education in Indonesia.

5.2 Why document and disseminate good practices?

There are two important reasons for documenting good practices and innovations. One is to develop an 'institutional memory', where information that is in the heads of a few people becomes available to many. The second is to learn from the experience of others in order to become more effective in extending successful educational change and innovation strategies to more schools and Districts in Indonesia. Three further reasons for documenting good practices are:

- To stop us from 're-inventing the wheel'
- To share experiences in decentralized basic education for more effective adoption of innovations
- To help other organizations and projects implement changes known to be effective.

MBE has developed criteria and a framework for documenting and sharing good practice. These materials will be employed in early 2006 in a program of study and dissemination of good practices.

Meanwhile, an objective of MBE is to improve the management of the dissemination of good practices in school development. This is achieved by the independent work of districts as well as dissemination activities by MBE as shown by the two outputs listed below.

5.3 Objectives in Replication of Good Practices

Intermediate Result Area 1: Decentralized Management and Governance of Schools

IR1.3: Replication of Local Government Best Practices

- *Improve the management of the dissemination of school development.*

Output 8.1: Districts use their own resources to implement a program of dissemination of MBE approaches to additional sub-districts and schools.	Indicator: No. of non-target schools trained. No. of participants trained (disaggregated by role and gender).	Target: District – level report on non target schools trained.
<p>Results: All districts are reporting dissemination data on a regular basis, so the target has been achieved.</p> <p>The total number of non-MBE schools trained is 2,285 and the number of participants 17,525. In addition, MBE Phase 1 and 2 districts hosted study visits from 2,767 participants from at least 40 other districts, including several MBE Phase 3 districts. Gender disaggregated data is not available, however, data disaggregated by role is presented in the tables.</p>		

5.4 District dissemination of approaches to educational change

Districts are using their own resources to implement dissemination programs. These activities focus on the needs of non-target schools in MBE sub districts, schools in non-target sub-districts and districts outside the MBE program coverage. Tables 27 and 28 show the extent of dissemination within MBE districts.

Typically, dissemination takes the form of locally-funded training activities, teacher exchange and study visits. A key question that cannot be answered from currently available data is the quality of dissemination and the impact of dissemination on schools and other institutions. This could be a very useful topic for future study so that dissemination and the management of dissemination, change and development can be better understood and improved. Nevertheless, the fact that dissemination is occurring at all, and the scale at which it is occurring – a total of 17,525 participants have attended training within target districts alone – is commendable and can only facilitate longer term educational change and development.

A brief commentary on district activities follows. Each commentary should be read in relation to the data provided in the Tables.

1. Pati

Pati district began a large-scale program of dissemination very soon after joining MBE and now participants from 736 schools in the district have participated in dissemination activities (Table 27 & 28).

2. Pacitan

Pacitan has also been very active in dissemination activities. Local institutions, such as MGMP and KKG have been used to facilitate dissemination. Study visits by 179 participants from Central and East Java have further disseminated MBE approaches to other districts.

3. Probolinggo

Probolinggo is a favourite destination for study visits due to the existence of good examples of school development based on the work of several projects over time including CLCC as well as MBE. Twenty eight districts sent a total of 1,439 participants to study educational development activities in this district. In addition, facilitators from Probolinggo have been recognised for the quality of their

work by being invited to work as resource persons in Bondowoso, Lumajang and Magetan, all in East Java.

4. Banyuwangi

Banyuwangi district has focused its dissemination effort on non MBE schools within the participating sub-districts (1,503 participants from 125 schools) as well as non MBE sub districts (1,048 participants from 194 schools).

Because of its relative geographical isolation, the number of study visits to this district has been small - limited to 83 participants from three other districts.

5. Kebumen

Kebumen district has begun a program of dissemination this year, focusing on community based management of education in Karanganyar sub-district. Staff from 15 schools have been involved in this training activity as well as 6 supervisors, 21 school committee members and one Dinas staff member.

6. Banyumas

This district has not generally supported dissemination activities so far, and no plans are in place for this, but district schools have received study tour visitors from Kebumen and Purworejo.

7. Madiun

As a municipality, all sub-districts in Madiun are participating in MBE and so dissemination is to schools within those sub-districts. In the past year, 818 teachers and principals from 77 schools have participated in dissemination training.

8. Blitar

Blitar has hosted study visits by approximately 500 teachers from at least eight different districts. Part of the reason for the attention received by Blitar is because of its proximity to Batu as a training venue and also because of several excellent schools that demonstrate significant change and development since their partnership with MBE.

9. Batu

Since Batu has become an MBE partner it has become a popular location for visits, particularly during training activities that are often held in hotels in the municipality. The data in Table 29 probably understates the impact Batu is having on other districts. Like Madiun, which is also a municipality, there is no opportunity for dissemination to new sub districts as all three sub districts are participating in MBE.

Table 27: Dissemination within MBE Target Sub Districts

District	No. of MBE sub-Districts	No. of non MBE schools trained	Number of Participants				
			Teachers	Principals	Super-visors	C'ttee Members	T o t a l
Phase 1							
Pati	2	80	667	80	7	26	780
Pacitan	2	59	673	67	36	41	817
Probolinggo	3	82	890	131	-	132	1,153
Banyuwangi	2	125	1,241	125	10	127	1,503
Total Phase 1	9	346	3,471	403	53	326	4,253
Phase 2							
Kebumen	2						
Banyumas	2						
Madiun	3	77	748	70			818
Blitar	2	35	66	33			99
Batu	3	70	350	70			420
Total Phase 2	12	182	1,164	173			1,337
Total Phase 1 & 2	21	528	4,635	576	53	326	5,590

Table 28: Dissemination in Non-Target Sub Districts

District	No. of non MBE sub Districts assisted	No. of non MBE Schools trained	Number of Participants				T o t a l
			Teachers	Principals	Super-visors	C'ttee Members	
Phase 1							
Pati	19	656	2,462	656			3,118
Pacitan	10	107	850	107		75	1,032
Probolinggo	21	697	5,198	697			5,895
Banyuwangi	14	194	776	185	38	49	1,048
Total Phase 1	64	1,654	9,286	1,645	38	124	11,093
Phase 2							
Kebumen	3	32	514	32		36	582
Banyumas							
Madiun	all sub districts are supported by MBE						
Blitar	2	71	224	36			260
Batu	all sub districts are supported by MBE						
Total Phase 2	5	103	738	68		36	842
Total Phase 1 & 2	69	1,757	10,024	1,713	38	160	11,935
Total all Sub-Districts (Table 27 & 28)	90	2,285	14,659	2,289	91	486	17,525

Each district, with the exception of Banyumas, has been undertaking a program of dissemination to other schools within MBE target sub districts and to schools in non-target sub districts. Tables 27 and 28 show the distribution of participation and this is clearly a cross all main stakeholder groups with a particular emphasis on teachers. Both the total number of participants from each district and the average number per district are considerably higher in the Phase 1 districts as is the coverage of non-MBE sub districts. Totals of 17, 525 participants and 69 non-MBE sub districts have participated. In the case of Pati and Probolinggo, almost all sub districts have participated in dissemination training.

All MBE districts have been facilitating dissemination to other districts and provinces in Indonesia (including Aceh) through study visits. These districts include four MBE Phase 3 districts. Table 29 summarizes the available data on this strategy. A total of 2,767 people from approximately 40 different districts have participated in such visits.

MBE recognises that these quantitative measures of dissemination by districts are impressive but, equally, understands that there are concerns with the quality of some of this activity. Nevertheless, the first stage of educational change has been laid by at least informing a very wide cross section of education stakeholders about important concepts of school based management, community participation and approaches to improving the quality of teaching and learning. This point is illustrated by the fact that many visitors are so stimulated by their study visits that they eagerly participate in follow-up training activities.

Table 29: Study Visits from Other Districts to MBE Project Schools

District	Study Visits from other districts	Number of Participants				Total
		Teachers	Principals	Supervisors	School Committees	
Phase 1						
Pati						
Pacitan	Situbondo	20	10	5	3	38
	Kebumen	40	20	6	11	77
	Trenggalek	30	20	4	10	64
Probolinggo	28 Districts	987	353	44	55	1,439
Banyuwangi	Situbondo			20	1	21
	Jember	12	6	20	2	40
	Bondowoso			20	2	22
Total Phase 1		1,089	409	119	84	1,701
Phase 2						
Kebumen	Purworejo	10	10	7	11	38
Banyumas	Kebumen	153	19	105	42	319
	Purworejo	10	10	8		28
Madiun	Nganjuk	7	10	3	19	39
Blitar	8 Districts	500				500
Batu	Magelang	19	25	7	19	70
	Situbondo	20	20	6	26	72
Total Phase 2		719	94	136	117	1,066
Total Phase 1 & 2		1,808	503	255	201	2,767

5.5 MBE management of dissemination strategies

Output 8.2: Manage long term dissemination of MBE project innovation by supporting diverse dissemination strategies.	Indicator: No. of outputs in relation to: - study visits to view best practice - newsletter publication - MoNE and CLGI/YIPD activities - other best practices.	Target: Annual planning targets for dissemination outputs achieved.
Results: Strict targets have not been set apart from a <i>Suara MBE</i> publication schedule and an 'opportunistic' dissemination strategy has been followed. This has included actively supporting study visits and cooperation with other projects as detailed below.		

5.5.1 Study visits

As well as encouraging locally supported study visits among districts, MBE also provides some financial assistance to enable study visits and comparative studies to take place including visits to schools outside MBE in order that MBE stakeholders can learn from developments in different situations.

One example is visits supported to Madania School in Bogor where visitors can witness the implementation of international standards in an Indonesian school.

5.5.2 Newsletter publication

Suara MBE is a quarterly 16 page newsletter publication of MBE. It is produced in a commendably timely manner in both Bahasa Indonesia and in English to ensure widespread dissemination of ideas and activities associated with the work and approaches of MBE.

The appeal of *Suara MBE* in schools and districts lies in its editorial style of useful, practical, short and clear articles of interest that are based on local activities. These are generally written by local facilitators, consultants, teachers and Dinas staff. *Suara MBE's* style of presentation is 'bottom-up' reflecting faithfully the style of MBE planning and implementation.

As the data in the Table 30 shows, between 3000 and 5000 copies of *Suara MBE* are printed in Bahasa Indonesia to support wide dissemination. *Suara MBE* is distributed through Provincial and District Coordinators, to schools and to Provincial and District Dinas staff, to the Ministry of National Education and to other education projects, to participants at workshops and to visitors to national and regional MBE offices in Jakarta, Malang and Semarang.

Table 30: Suara MBE Publication Details 2004 - 2005

Edition	Language & No Printed	Date of Publication
Suara MBE, 6	B. Indonesia: 3000 English: 500	October, 2004
Suara MBE, 7	B. Indonesia: 3000 English: 500	January 2005
Suara MBE, 8	B. Indonesia: 4000 English: 500	April, 2005
Suara MBE, 9	B. Indonesia: 5000 English: 500	July 2005
MBE Information Leaflet	B. Indonesia: 3000 English: 500	April 2005

5.5.3 Dissemination to new USAID Decentralized Basic Education Project

MBE has provided technical advice and support on request to each of the three packages in the new USAID Decentralized Basic Education project (DBE). In addition, in August 2005, MBE arranged and implemented a workshop at USAID request for DBE consultants. The workshop was conducted at the Royal Orchids Hotel in Batu, East Java, and attended by DBE consultants and USAID staff.

The purpose of the workshop was to disseminate MBE experiences and provide the new consulting teams with the opportunity to discuss ideas with MBE consultants, their own team members, and with other resource persons invited to contribute to specialized topic sessions. These additional resource persons included several key Indonesian stakeholders from different districts and consultants from the AusAID Indonesian Australian Partnership in Basic Education Project based in Malang, East Java.

The evaluation of the workshop indicated keen appreciation and satisfaction with both the process and outcomes and a strongly expressed desire for USAID to sponsor future gatherings at least annually.

5.5.4 Dissemination to Aceh

Following the tragedy of the tsunami in December 2004, Mr Prima Setiawan from MBE visited Aceh Province to provide technical support to local authorities in the development of relief and development strategies for education. Among the outcomes of this activity, was a visit by Aceh education officials to MBE project activities in Probolinggo district.

5.5.5 Cooperation and Dissemination with other Basic Education Projects

MBE has demonstrated a consistently open approach to working with other basic education projects and to sharing ideas, resources and personnel. This has benefited everyone, including local education stakeholders, as the quality of development processes and practices spreads and as they improve over time. In the past year, MBE has cooperated with the following projects and in the following ways:

- Creating Learning Communities for Children (CLCC) – UNESCO and UNICEF: materials preparation, study visits,
- Decentralized Basic Education (DBE) – USAID: see above;
- Indonesia – Australia Partnership in Basic Education (IAPBE) – AusAID: visits, materials sharing, participation in workshops and training;
- Nusa Tenggara Timur Primary Education Partnership (NTT-PEP) – coordination meeting (see below).

5.5.6 MONE – National Coordination Meeting

A National Coordination Meeting of basic education projects was held with MONE in Jakarta on 15 March 2005. The meeting included MBE, CLCC, IAPBE, NTT-PEP and donors for the projects NZAID, Aus AID and USAID. Discussion focused on sharing information and on ways of increasing cooperation among projects and between them and the Ministry.

5.5.7 CLGI/YIPD

Formal cooperation with CLGI/YIPD ceased in late 2004. This fact has been reported to USAID.

5.5.8 Development Opportunity in Timika, Mimika District, Papua

MBE has been invited to make observations about the condition of basic education in Mimika district, Papua, and make recommendations that would support quality improvement there. The invitation comes from the Dinas Pendidikan in Timika, the district capital, and will likely be supported by PT Freeport Indonesia and the community service organization Lembaga Pemberdayaan Masyarakat Amongmee Kamoro. This opportunity to provide assistance will be taken up in 2006.

6. SURVEY OF LEARNING AND TEACHING ACTIVITIES IN SCHOOLS

6.1 MBE Objectives in Learning and Teaching

MBE now has a strong focus on improving the quality of learning and teaching in schools. What happens in classrooms and what students learn is of particular concern to MBE and is a major focus of MBE activities. MBE support concentrates developing teachers' skills in implementing student-centred active learning and on improving school and classroom environments, both in human and in physical terms. Student-centred learning has student responsibility and active learning at its heart, in contrast to an emphasis on teacher-control and on coverage of content found in much conventional teaching in Indonesia.

MBE provides teachers with in-service professional development and support in the application of better teaching and classroom management strategies to support the achievement of improved learning for students. The MBE program is focusing on building models of learning and teaching improvement by supporting target primary and junior secondary schools and their local communities in each district.

PAKEM (Pembelajaran Aktif, Kreatif, Efektif dan Menyenangkan or active, creative, effective and joyful learning) is the kind of student-centred, active learning encouraged by MBE. PAKEM is the term usually applied in Indonesian primary schools. In junior secondary schools, the term CTL (Contextual Teaching and Learning) is commonly applied.

Field experience, results from testing and data from monitoring enable us to conclude that there are reliable and clear signs of an improvement in the quality of the approaches to learning and teaching in MBE target schools – away from didactic teaching and surface learning towards deeper levels of student understanding, improved academic outcomes and a more enjoyable learning environment for both students and teachers.

The Intermediate Result Area (IR) of improved quality of teaching and learning is:

Intermediate Result Area 2: Improved Quality of Teaching and Learning

- ***IR 2.1: Better teacher performance as a result of in-service teacher training***
 - *Develop models of improved teacher performance in classroom management practices*
- ***IR 2.2: Better student and school performance***
 - *Improve student performance*
 - *Improve school performance*

6.2 In-service Teacher Professional Development

A foundation for achieving the objective of better teacher performance is teacher in-service professional development. MBE has placed considerable emphasis on identifying needs, developing and refining training materials (in cooperation with other projects, especially CLCC) and by implementing high quality training. MBE uses experienced national trainers and builds on past successes and lessons learned in local schools. Table 31 illustrates the extent to which schools have received training.

Experience shows that it is much more likely that educational change will occur where significant numbers of teachers and principals from each school are trained. The older change model of training just one or two teachers from a school and hoping that there will be a multiplier or cascade effect has not been effective. There are a number of reasons for this, one of which is that there is a lack of a critical mass of teachers and lack of involvement by principals, who are able to lead and support change. The monitoring survey found that all schools in the sample could be categorized as 'trained' in PAKEM or CTL (Table 31). This judgement is based on schools sending teachers and on the average numbers of teachers per school attending training. The average numbers from SMP/MTs are higher because these schools have a larger number of teachers per school.

Table 31: Schools and Teachers Trained in PAKEM/CTL

District	No of schools with percentage SD/MI teachers trained in PAKEM in sample				No of schools with percentage SMP/MTs teachers trained in CTL in sample			
	No of schools in survey	No of schools sending teachers	% of schools trained	Av No of teachers trained per school	No of schools in survey	No of schools sending teachers	% of schools trained	Av No of teachers trained per school
Phase 1								
Pati	5	5	100	9.0	3	3	100	12.7
Pacitan	6	6	100	10.0	3	3	100	20.0
Probolinggo	7	7	100	11.6	3	3	100	15.0
Banyuwangi	6	6	100	10.7	3	3	100	36.3
Total Phase 1	24	24	100	10.4	12	12	100	21.0
Phase 2								
Kebumen	5	5	100	7.2	3	3	100	24.3
Banyumas	5	5	100	8.6	3	3	100	20.0
Madiun	5	5	100	10.8	3	3	100	30.0
Blitar	5	5	100	10.4	3	3	100	8.7
Batu	6	6	100	10.7	3	3	100	11.7
Total Phase 2	26	26	100	9.6	15	15	100	18.9
Total	50	50	100	10.0	27	27	100	19.9

As a result of MBE's approach to training, there is widespread evidence of educational practices emerging that are indicators of positive development occurring in classroom teacher performance. Nevertheless, there is also evidence that more can be done to reinforce these changes, to strengthen student-centred active learning and to make the changes sustainable.

6.3 Teacher performance: planning and teaching aids

Planning of teaching is necessary to ensure that the curriculum is implemented in schools and that the most appropriate learning and teaching takes place in and out of school.

Output 9.1: Teachers demonstrate evidence of planning that supports active learning in their classroom.	Indicator: Number and % of teachers presenting evidence of improved planning <ul style="list-style-type: none">- Long term teaching plans made- Lessons plans and preparation which support the implementation of PAKEM.	Target: Phase 1 & 2: 60% of SD/MI, 30% of SMP/MTs have at least 2 classes with teachers meeting criteria. Criteria include: <ul style="list-style-type: none">- long-term teaching plans made- a recent, personally constructed, lesson plan that supports the implementation of PAKEM- preparation (eg., teaching aids) that supports the implementation of PAKEM	
Results: Except for teaching aid preparation in SD/MI, the data on preparation (summarized below in Tables 32 & 33) indicates the target has been achieved (indicated by *). The performance of schools in Phase1 districts is superior on these indicators than in Phase 2 schools.			
School Type	Long term plans prepared	Short term plans prepared	Teaching aids prepared
SD/MI	68%*	64%*	44%
SMP/MTs	63%*	67%*	44%

The concept of planning teaching seems to be generally well understood in the schools surveyed where 64% of primary schools and 67% of junior secondary schools report that greater than three-quarters of their teachers prepare monthly or weekly teaching plans. Similarly, 68% of primary schools and 63% of junior secondary schools are reporting that longer term plans for at least one semester are prepared (Table 32). The slightly lower figures for Phase 2 schools reflects the fact that they had only received planning training in the second half of 2004 and are only just beginning to adopt planning techniques.

However, that significant numbers are not planning is an indication that MBE may need to strengthen this particular aspect of teacher performance. The revisions to the 2004 competency based curriculum due for release in December 2005 will create a need to continue the support being given to teachers' planning skills to help them implement the changes that will be required.

Table 32: Planning of learning and teaching in schools

Preparation of teaching plans	SD/MI			SMP/MTS		
	No of SD & MI	No. & % of schools where teaching plans are made by more than 75% of teachers	No & % of schools where teaching plans are made by less than 75% of teachers	No of SMP & MTs	No. & % of schools where teaching plans are made by more than 75% of teachers	No & % of schools where teaching plans are made by less than 75% of teachers
Long term teaching plans are made supporting the competency based curriculum (plans for one year or one semester)						
Phase 1						
Pati	5	100	0	3	67	33
Pacitan	6	67	33	3	67	33
Probolinggo	7	86	14	3	67	33
Banyuwangi *	6	83	17	3	67	33
Total Phase 1	24	83	17	12	67	33
Phase 2						
Kebumen	5	40	60	3	67	33
Banyumas	5	40	60	3	67	33
Madiun	5	100	0	3	100	0
Blitar	5	60	40	3	0	100
Batu	6	33	66	3	67	33
Total Phase 2	26	54	46	15	60	40
Total	50	68	32	27	63	37
Short term (daily/weekly) plans are made supporting active learning						
Phase 1						
Pati	5	60	40	3	67	33
Pacitan	6	67	33	3	67	33
Probolinggo	7	86	14	3	67	33
Banyuwangi *	6	83	17	3	67	33
Total Phase 1	24	75	25	12	67	33
Phase 2						
Kebumen	5	40	60	3	67	33
Banyumas	5	40	60	3	67	33
Madiun	5	80	20	3	67	33
Blitar	5	80	20	3	67	33
Batu	6	33	67	3	67	33
Total Phase 2	26	54	46	15	67	33
Total	50	64	36	27	67	33

The use of teaching aids is identified as a key indicator of teacher performance. These seem to be less commonly prepared than plans. Overall only 44% of both primary schools and junior secondary schools report that greater than three-quarters of their teachers prepare teaching aids (Table 33). This outcome is of concern to MBE. Analysis suggests that the following matters need to be taken into consideration as they will have contributed to the lower than expected result: the 75% criterion in Table 32 is set at a high level (when it is recognised that not all lessons require the use of aids); it seems that some monitors may have interpreted 'teaching aids' to mean only commercially produced materials whereas MBE encourages and values the making and use of simple aids from readily available local materials. There is also a great range in the number of schools where aids are made

(SD/MI: 0 – 80% and 0 – 67% SMP/MTs) suggesting that the monitoring of aids need to be carefully reviewed in future.

Table 33: Preparation of teaching aids in schools

Preparation of teaching plans	SD/MI			SMP/MTS		
	No of SD & MI	No. & % of schools where teaching aids are made by more than 75% of teachers	No & % of schools where teaching aids are made by less than 75% of teachers	No of SMP & MTs	No. & % of schools where teaching aids are made by more than 75% of teachers	No & % of schools where teaching aids are made by less than 75% of teachers
Phase 1						
Pati	5	60	40	3	0	100
Pacitan	6	33	67	3	33	67
Probolinggo	7	43	57	3	33	67
Banyuwangi	6	67	33	3	67	33
Total Phase 1	24	50	50	12	33	67
Phase 2						
Kebumen	5	80	20	3	67	33
Banyumas	5	20	80	3	33	67
Madiun	5	0	100	3	33	67
Blitar	5	40	60	3	67	33
Batu	6	50	50	3	67	33
Total Phase 2	26	38	62	15	53	47
Total	50	44	56	27	44	56

6.4 Teacher performance: classroom teaching activities

MBE has established a series of classroom indicators of improved teacher performance. These indicators have been based on earlier work developed by the UNESCO and UNICEF CLCC project. When considered together, these indicators are meant to provide some evidence of changes in teacher performance that are supportive of student-centred active learning in schools.

Output 9.2: Teachers demonstrate improved performance	<p>Indicator: Number and % of teachers demonstrating two new behaviours in the classroom</p> <ul style="list-style-type: none"> - Use of pair / group work - Asking non-recall questions - Making and using own teaching aids - Helping students individually with tasks - Adopting formative assessment methods and giving feedback to students. 	<p>Target: Phase 1 and 2 schools: 70% of teachers trained demonstrate behaviours.</p> <p>* Behaviours include:</p> <ul style="list-style-type: none"> - use of pair/group work - asking non-recall questions - making and using own teaching aids - helping students individually with tasks - adopting formative assessment methods and giving feedback to students.
<p>Results: The target has been achieved. Overall, in both Phases, 95% of primary school teachers and 96% of junior secondary teachers demonstrate at least two new behaviours. This result considerably exceeds the target by 25/26% respectively.</p>		

There are signs in most of the classrooms that were monitored of changing teaching performance, possibly as a result of local initiatives, teacher participation in training, study visits or ideas distributed in *Suara MBE*. In some districts, the teaching approaches being implemented will have been introduced by other projects, such as CLCC, and strengthened by the continuity provided by MBE.

Overall, the most common changes observed in teacher performance were the adoption of group work in classes, changes in questioning and testing that had previously been largely confined to recall -type questions and answers and in helping students individually with their work (rather than not at all or on a group basis). These major changes were observed in both primary and in junior secondary schools.

Relative weaknesses identified from classroom observation include making and using teaching aids and giving feedback to students. The data in Tables 34 and 35 appears to be internally contradictory. High scores on helping students and adopting formative assessment seem to be contradicted by much lower scores for giving feedback. It is possible that monitors do not fully comprehend the terminology used and this matter will be addressed in future monitoring.

It is also possible that assessment and feedback concepts are not well understood by teachers and therefore a recommendation has been made to specifically address this matter (Recommendation 9).

An additional indicator was added to the observation of classroom performance at the request of the PAKEM trainers. This indicator is of action plan implementation. The outcome of this will, of course, be relevant in future training activities.

Table 34: Classroom Teaching Behaviours

Teacher Behaviours	Sample SD/MI classes where this teacher behaviour occurs %		Sample SMP/MTs classes where this teacher behaviour occurs %	
	Phase 1	Phase 2	Phase 1	Phase 2
Use of pair / group work	94	94	89	93
Asking non-recall questions	75	72	67	65
Making and using own teaching aids*	58	49	72	62
Helping students individually with tasks	83	86	86	88
Adopting formative assessment methods	83	81	97	93
Giving feedback to students	60	54	44	48
Implementing action plans	44	45	47	48

* These figures differ from those in Table 33 because of different data collection and analysis methods. Whereas Table 33 is based on interview data, Tables 34 and 35 are based on actual observation of classrooms.

Table 35: Teacher Classroom Behaviours

Teaching Behaviour in Primary School Lessons Observed	Pati	Pacitan	Probolinggo	Banyuwangi	Phase 1 Av %	Banyumas	Kebumen	Blitar	Madiun	Batu	Phase 2 Av %	Phase 1 & 2 Av %
Percentage of Lessons in Primary Schools (PS) Where Teaching Behaviour was Observed												
No. of lessons observed in primary schools	15	18	21	18	(n=72)	15	15	15	15	18	(n=78)	(n=150)
Use of pair / group work (%)	87	94	95	100	94	87	93	100	93	94	94	94
Asking non-recall questions (%)	80	78	81	61	75	60	73	67	80	78	72	75
Making and using teaching aids (%)	60	61	57	56	58	33	40	60	47	61	49	53
Helping students individually (%)	93	94	76	72	83	87	93	80	100	72	86	85
Adopting formative assessment (%)	87	89	90	67	83	93	80	80	80	72	81	82
Giving feedback to students (%)	73	67	43	61	60	40	73	60	60	39	54	57
Implementing action plan from MBE training (%)	33	50	52	39	44	47	60	53	33	33	45	45
Percentage of teachers in PS demonstrating at least two new behaviours	100	94	100	100	99	100	93	100	100	72	92	95

Table 35 (continued): Teacher Classroom Behaviours

Teaching Behaviour in Junior Secondary School Lessons Observed	Pati	Pacitan	Probolinggo	Banyuwangi	Phase 1 Av %	Banyumas	Kebumen	Blitar	Madiun	Batu	Phase 2 Av %	Phase 1 & 2 Av %
Percentage of Lessons in Junior Secondary Schools (JSS) Where Teaching Behaviour was Observed												
<i>No. of lessons observed in junior secondary schools</i>	9	9	9	9	(n=36)	9	9	9	9	9	(n=45)	(n=81)
Use of pair / group work (%)	67	100	89	100	89	89	100	100	100	100	98	93
Asking non-recall questions (%)	67	56	78	67	67	44	78	78	67	56	64	65
Making and using teaching aids (%)	78	67	67	78	72	33	56	67	56	56	53	62
Helping students individually (%)	78	89	89	89	86	100	89	89	89	78	89	88
Adopting formative assessment (%)	89	100	100	100	97	100	89	89	100	100	96	93
Giving feedback to students (%)	22	44	56	56	44	44	44	56	44	67	51	48
Implementing action plan from MBE training (%)	56	33	56	44	47	33	56	56	56	44	49	48
Percentage of teachers in JSS demonstrating at least two new behaviours	78	100	100	100	94	100	89	100	100	100	98	96

6.4.2 Activity Report: Technical Support

Activity 9.1.1: Provide technical support to teachers, principals, parents, school committees/communities in learning & teaching.	Indicator: Support provided to MBE schools.	Target: Annual program support provided
Results: Consultants, both Province/District and Jakarta based have been visiting districts and schools but detailed statistics are not complete. However, all districts have been visited. See also Table 23 for data on training support.		

6.5 Student Performance: Active Learning

Improvements in student performance were monitored by looking at what students actually do during formally arranged learning activities in school and by the results of that learning as measured by tests.

Output 10.1: Active learning focused on developing students' competencies.	Indicator: Number and % of MBE classrooms that meet at least two criteria - student's work is written in their own words - local learning resources are used (local environment or local resources such as people and materials) - students are encouraged to express their feelings, experiences and opinions in class - students participate actively in lessons (experiments, discussion).	Target: 60% of SD/MI and 30% SMP/MTs have at least 2 classes that meet at least 3 criteria.
Result: It is estimated that a minimum of 86% of SD/MI and at least 89% of SMP/MTs have at least 2 classes meeting the criteria. The target has been achieved and exceeded.		

Table 36 summarizes the overall outcomes of evidence of active learning derived from observations in the 231 classrooms that were monitored in September 2005. Full details are given in Table 37.

Table 36: Active Learning in Classes: Summary

Evidence of active learning	Phase 1 Schools		Phase 2 Schools	
	% of sample SD/MI where active learning occurs 72 lessons	% of sample SMP/MTs where active learning occurs 36 lessons	% of sample SD/MI where active learning occurs 78 lessons	% of sample SMP/MTs where active learning occurs 45 lessons
Student's work is written in their own words	96	86	99	91
Local learning resources are used (local environment or local resources such as people and materials)	94	100	91	100
Students are encouraged to express their feelings, experiences and opinions in class	92	89	86	89
Students participate actively in lessons (experiments, discussion)	100	100	100	100

Table 37: Active Learning in Classes

Elements of Active Learning Observed in Lessons	Pati	Pacitan	Probolinggo	Banyuwangi	Phase 1 Av %	Banyumas	Kebumen	Blitar	Madiun	Batu	Phase 2 Av %	All Project Schools Av %
Percentage of Lessons in Primary School Classrooms Where Element of Active learning was Observed												
<i>No of lessons observed</i>	15	18	21	18	(n=72)	15	15	15	15	18	(n=78)	(n=150)
Student's work is written in their own words	93	100	95	94	96	100	100	100	100	94	99	97
Local learning resources are used	93	100	95	89	94	87	93	100	93	83	91	93
Students are encouraged to express their own feelings	80	100	86	100	92	87	87	100	80	78	86	89
Students participate actively (e.g., experiments, discussion)	100	100	100	100	100	100	100	100	100	100	100	100
Percentage of Lessons in Junior Secondary School Classrooms Where Element of Active learning was Observed												
<i>No of lessons observed</i>	9	9	9	9	(n=36)	9	9	9	9	9	(n=45)	(n=81)
Student's work is written in their own words	78	89	78	100	86	89	89	89	89	100	91	89
Local learning resources are used	100	100	100	100	100	100	100	100	100	100	100	100
Students are encouraged to express their own feelings	78	89	100	89	89	100	78	100	100	67	89	89
Students participate actively (e.g., experiments, discussion)	100	100	100	100	100	100	100	100	100	100	100	100

Common indicators of active learning were children using local learning resources, expressing their own opinions in classrooms and writing in their own words.

The monitoring revealed a very high incidence of the implementation of active learning strategies in classrooms, both in primary and in junior secondary schools. Because schools and teachers were not warned to prepare for the monitoring, the monitoring team believes the recorded observations reflect reasonably accurately the actual implementation of PAKEM or CTL in schools. That is, the excellent results were not 'staged' by teachers. This conclusion is important not only for the validity of this Report, but also for establishing the link between the implementation of PAKEM/CTL and the test results reported below.

6.6 Student Performance: Learning Achievement

Outcome 10.2: Improved student performance in specified classes in core subject areas (literacy, numeracy, science, English – secondary only).	Indicator: Increased % of student showing increase in learning achievements in specified classes and subject areas on MBE specific tests (disaggregated by gender and school level/type).	Target: Increase in MBE test scores * Disaggregated by gender and school level/type
Results: Twenty one (46%) primary schools improved in 4 or more subject tests and 36 (78%) schools improved in 3 or more tests. The number of schools with increased scores increased by at least 39% (range: 39 – 78%) according to subject. Girls performed better than boys on the reading, writing and mathematics. Boys performed slightly better than girls on the science test. The target has been achieved.		

This section of the Report is based on the more detailed testing report *Assessing the Impact of the MBE Program on Student Performance* but presents only key outcomes in relation to Output 10.2 above. The testing report should be consulted for a more detailed breakdown of test results according to schools, grade levels, subjects and gender. Only overall results are presented and discussed here.

A key indicator of the success of the MBE program is the academic performance of students in tests of learning achievement. MBE has undertaken its own student performance assessment program because of its judgement that the national school examination and half-yearly tests are limited by their focus on factual recall and, in many cases, tests are not comparable from year to year or between different geographic areas.

The MBE tests have been matched to the objectives of the MBE teacher training program and the new competency based curriculum. The tests have been given in a total of six primary schools and three junior secondary schools in each district as follows:

Table 38: Testing Program in Phase 1 and Phase 2 Districts

Primary Schools (43 SD and 11 MI)	Junior Secondary Schools (18 SMP and 9 MTs)
Grade 1: Reading Grade 4: Bahasa Indonesia(Reading and Writing) Grade 4: Mathematics Grade 5: Science	Grade 8: Bahasa Indonesia Grade 8: Mathematics Grade 8: English Language

The tests used in primary schools are based on those developed under the World Bank PEQIP⁸ and Basic Education Programs and subsequently also used in the CLCC⁹ program. Tests for junior secondary schools have been developed by MBE. All the tests are compatible with the new 2004 Competency Based Curriculum. The written tests were developed to take not more than an hour each.

The Bahasa Indonesia and Mathematics tests in both primary and junior secondary schools were conducted with half of the relevant class, while the Science test (primary schools) and English test (junior secondary schools) were conducted with a maximum of 25 randomly selected students per class. The grade 1 reading test was conducted with 12 randomly selected children in each school.

The first round of testing in primary schools in Phase 1 and 2 districts took place in May 2004 and the second round in May 2005. The round of testing for junior secondary schools in all 20 districts and for primary schools in the 11 third Phase districts also took place in May 2005. The students tested each year are in each case from the current grades 1, 4 and 5 in primary schools and the current grade 8 in junior secondary schools.

6.6.2 Results of the Primary School Learning Achievement Tests

The primary schools tested in the nine Phase 1 and Phase 2 districts included 43 conventional primary schools (SD) and 11 religious primary schools (MI). Below, in Table 39, is a summary of the results of each test. Table 39 compares the average scores expressed as percentages of the students in the tests for 2004 and 2005.

These scores rose in each of the tests except the grade 4 writing test. The data shows that there were increases in the scores in the reading comprehension test (18.3%), science test (13.7%) and mathematics test (7.3%). The scores in the grade 1 reading test 1 rose slightly (test 1: 4.6%, test 2: 1.6%). However, in test 2, the potential for improvement was limited as the average score in 2004 was already 17.46 out of a possible 20.

The average score in the grade 4 writing test fell 6.2%. Since children writing in their own words is one of the focuses of the MBE program and many examples of good quality writing are evident in most MBE schools, this fall is surprising, particularly when compared with the reading comprehension test result. Discussions with those involved in administering and marking the tests have revealed that extraneous causes have probably exaggerated the increase in scores in the grade 4 reading test and created or contributed to a decline in scores in the writing test. The two main factors appear to be that (i) in some schools test supervisors failed to remind the children to move on from the reading test after 30 minutes with the result that children spent too long on the reading test and were hurried in completing the writing test, and (ii) during training for test implementation, markers were encouraged to be stricter in the assessing the writing test than they had been the previous year.

Average result in the mathematics test rose including significant increases in the ability to answer questions which demanded creativity from the children. Analysis of each of the tests in the more detailed testing report shows, on average, SD (conventional primary schools) performed better than MI (religious primary schools) in all tests. The difference was significant but not as great as is suggested in reports from districts on the local end of semester test, which suggest that on average MI perform substantially worse than SD. This is probably due to the selection of MI into the MBE program. Most of the eleven MI tested were either state MI or supported by large foundations and all were chosen because of their ability to benefit from the program and show an example to other MI. This means that larger, more viable and better performing schools were chosen.

Girls performed better than boys on the reading and writing tests and a little better on the mathematics test. Boys performed slightly better than girls on the science test.

A more in-depth analysis of each test is set out in sections 1.3 to 1.6 of the report *Assessing the Impact of the MBE Program on Student Performance*.

⁸ Primary Education Quality Improvement Program (1992 – 98).

⁹ Creating Learning Communities for Children (UNESCO -UNICEF).

Table 39: Summary of Test Results for all Primary School Tests

Test	2004		2005		Increase / Decrease %	Max. Score
	No of students	Score %	No of students	Score %		
Reading Grade 1	643		648			
<i>Reading Test 1</i>		87.3		91.4	4.6	20
<i>Reading Test 2</i>		60.8		61.8	1.6	5
Bahasa Indonesia Grade 4	863		905			
<i>Reading Comprehension</i>		53.0		62.8	18.3	28
<i>Writing</i>		58.1		54.5	-6.2	20
Mathematics Grade 4	852	61.1	887	65.5	7.3	24
Science Grade 5	1053	44.3	1071	50.4	13.7	38

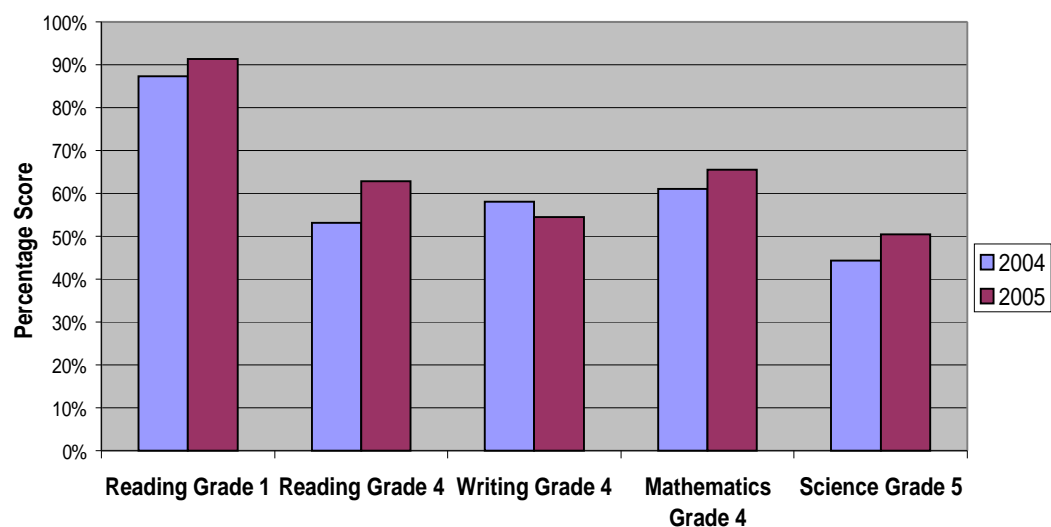
Chart 1: Test Scores 2004 – 2005

Table 40 shows the test outcomes of the 46 schools that were retested in 2005. The table indicates the percentage of schools that showed an increase in their test scores. Table 40 indicates that the overall project outcome target of at least a 30% increase in SD/MI schools has been met and exceeded in all tests.

Table 40: Percentage of school with increased scores

Increased scores	Reading Grade 1	Reading Grade 4	Writing Grade 4	Mathematics Grade 4	Science Grade 5
Percentage of schools (N=46) with increased test scores	52	87	39	78	72

Further analysis of school performance data in *Assessing the Impact of the MBE Program on Student Performance* confirms the improving learning outcomes in at least the 30% target increase in SD/MI. The analysis shows that:

- 21 (46%) schools improved in 4 or more subject tests
- 36 (78%) schools improved in 3 or more subject tests
- 10 (22%) schools declined in 3 or more subjects
- 2 (4%) schools declined in 4 or more subjects.

6.6.3 Results of the Junior Secondary School Tests

The 27 junior secondary schools tested in the nine Phase 1 and Phase 2 districts included 18 conventional schools (SMP) and 9 religious schools (MTs). This was the first round of testing as tests were not conducted in 2004 due to the absence of suitable testing instruments. Clearly, therefore, between-year comparisons are not possible at this time and so test data is not presented here. However, further data and discussion is provided in the report *Assessing the Impact of the MBE Program on Student Performance*.

Some key outcomes from the initial testing in junior secondary schools are that girls performed slightly better than boys in the Bahasa Indonesia and English tests whereas boys and girls performed similarly in the Mathematics test. SMP students performed better than MTs students on all tests and substantially better on the English tests.

Students in the same grades in the same schools will be tested in May 2006 using the same tests to compare progress. Discussion of comparative outcomes over time will have to wait until that testing has been completed.

6.6.4 Activity Report: Implementation of Student Performance Assessments

Activity 10.1.1: Student performance assessment conducted at baseline and every year thereafter to track impact.	Indicator: Baseline learning assessment completed and delivered; Y2 and Y3 comparative collections.	Target: Phases 1, 2: update assessment complete. Phase 3 baseline assessments complete.
Results: Phases 1, 2: update assessments completed. Phase 3 baseline assessments completed. Activity target achieved except that the absence of testing in junior secondary schools does not permit between -year comparisons for these schools.		

The baseline testing in primary schools in Phase 1 and 2 districts took place in May 2004 and the second round update testing in May 2005. The first round of testing for junior secondary schools in all 20 districts and for primary schools in the 11 third Phase districts also took place in May 2005. As noted above, this was the first round of testing in junior secondary schools. The students tested each year are, in each case, from the current grades 1, 4 and 5 in primary schools and the current grade 8 in junior secondary schools. The targets set for Activity 10.1.1 have been achieved.

6.7 School Performance: The School Environment

Improved school performance includes many of the indicators identified earlier in this Report. Additional indicators of change in school performance include the physical environment for learning and the extent to which students succeed and move from one grade to another without repeating classes.

Output: 11.1: Improvements in school / classroom environment.	Indicator: Number of MBE schools with classrooms that meet at least three criteria <ul style="list-style-type: none"> - the school environment is neat and attractive - student's work is displayed - flexible seating arrangements are used - libraries are open regularly / reading corners are provided (SD/MI only) and used. 	Target: 80 SD/MI, 8 SMP/MTs have at least 2 classes with relevant improvements *Criteria: <ul style="list-style-type: none"> - the school environment is neat and attractive - flexible seating arrangements are used - students' work is displayed - libraries are open regularly / reading corners are provided (SD/MI only) and used.
Results: From the sample of schools monitored it is estimated that , with the exception of reading corners in SD/MI the targets have been achieved. It is estimated that reading corners are provided in approximately 76 schools (4 less than the 80 target SD/MI).		

Table 41: Summary of MBE School and Classroom Environments

Characteristics of School and Classroom Environments	% of Sample SD/MI where this occurs N=50	% of Sample SMP/MTs where this occurs N=27
School grounds are clean and neat	92	81
School buildings are clean and neat	92	85
Flexible seating arrangements are used	100	92
Student's work is displayed	100	100
Libraries are available and used	66	100
Reading corners are provided and used	42	Not applicable

The survey reveals that the school and classroom environment is generally good. Positive signs of change in schools and in classroom environments is evident including observations of many neat and attractive schools and classrooms, accessible school libraries, and displays of children's work. A breakdown of the above data by Phase and by district follows in Table 42. The Table identifies

schools where a certain characteristic such as flexible seating has been observed. This does not necessarily mean that all classrooms in a school share that characteristic.

The weakest areas of implementation are in reading corners and libraries in primary schools.

Table 42: School and Classroom Environments

Characteristics of the School Environment	Pati	Pacitan	Probolinggo	Banyuwangi	Banyumas	Kebumen	Blitar	Madiun	Batu	No and % Schools meeting criterion
Percentage of Primary Schools with Observed Environmental Qualities										
<i>No. of primary schools monitored</i>	5	6	7	6	5	5	5	5	6	<i>(n=50)</i>
School grounds are clean and neat	80	100	100	100	100	40	100	100	100	92
School buildings are clean and neat	80	100	100	100	100	40	100	100	100	92
Flexible seating arrangements are used	100	100	100	100	100	100	100	100	100	100
Student's work is displayed	100	100	100	100	100	100	100	100	100	100
Libraries available and used	40	67	57	67	80	60	60	80	83	66
Reading corners are provided and used	40	83	43	50	20	0	60	20	50	42
Percentage of Junior Secondary Schools with Observed Environmental Qualities										
<i>No. of junior secondary schools monitored</i>	3	3	3	3	3	3	3	3	3	<i>(n=27)</i>
School grounds are clean and neat	33	67	67	100	100	100	100	100	67	81
School buildings are clean and neat	67	67	67	100	100	100	67	100	100	85
Flexible seating arrangements are used	67	100	100	100	100	100	67	100	100	92
Student's work is displayed	100	100	100	100	100	100	100	100	100	100
Libraries available and used as learning resource	100	100	100	100	100	100	100	100	100	100

6.8 School Performance: Grade Repetition

Output 11.2: Reduced grade repetition rates.	Indicator: The number of students repeating grades is reduced.
Results: The repetition rate is of concern in some districts as is the overall cost of grade repetition to district budgets. Comparison with grade repetition rates in past years is not possible because of differences in data collection approaches.	

It is expected that one result of the school improvement activities will be to reduce the numbers of children repeating class. Table 43 shows the number of children repeating class in the schools surveyed. The data reveal some major differences between districts suggesting that further investigation of both data quality and the educational or social reasons behind students repeating classes is warranted. For example, the very high rates in Banyumas and in Kebumen need to be carefully reviewed.

Other patterns in the data are clear. First, there is the generally common higher repetition rate in SD than in SMP. The reasons for this are not clear and should be transparent. Second, there is a marked gender difference with the repetition rate for girls being generally much lower than the rate for boys in both SD and in SMP. These patterns could be usefully investigated with the intention of achieving lower repetition rates based on evidence of underlying causes. Data collected in past years on grade repetition does not allow appropriate comparisons to be made and so this has not been attempted here.

Table 43: Repetition Rates in Survey Sample Schools

District	SD/MI						SMP/MTs					
	Students Repeating		Total Students		Repetition Rate %		Students Repeating		Total Students		Repetition Rate %	
	M	F	M	F	M	F	M	F	M	F	M	F
Pati	10	9	448	463	2.23	1.94	3	3	871	823	0.34	0.36
Pacitan	18	6	632	613	2.85	0.98	11	7	826	763	1.33	0.92
Probolinggo	23	10	910	899	2.53	1.11	8	3	661	672	1.21	0.45
Banyuwangi	34	24	901	869	3.77	2.76	14	9	1,051	1,240	1.33	0.73
Phase 1 Total	85	49	2,762	2,727	3.08	1.80	36	22	3,409	3,498	1.06	0.63
Kebumen	30	17	514	436	5.83	3.89	10	5	871	817	1.15	0.61
Banyumas	43	20	571	525	7.53	3.81	11	12	676	722	1.63	1.66
Madiun	13	4	728	692	1.79	0.58	24	21	1,042	1,079	2.30	1.95
Blitar	24	6	733	734	3.27	0.81	2	1	1,255	1,559	0.16	0.06
Batu	25	13	935	857	2.67	1.52	12	5	928	1,005	1.29	0.50
Phase 2 Total	135	60	3,253	3,097	4.15	1.94	59	44	4,772	5,182	1.24	0.85
Total Phase 1 & 2	220	109	6,015	5,824	3.66	1.87	95	66	8,182	8,680	1.16	0.76

(No. of schools – SD = 49; SMP = 27)

Grade repetition on the basis of educational attainments is a procedure that is now widely questioned. For example, one recent US study drew conclusions that are relevant to Indonesian schools operating in the context of decentralized, local school management:

- Grade repetition should not be used until other intervention efforts have proved ineffective
- If used, grade repetition should not be a repetition of the same curriculum with the same instructional delivery
- Assistance should be provided as soon as a child is identified as being at risk of failure
- Parents must be involved in intervention efforts, repetition decisions, and any remediation
- Schools should be made familiar with literature and research on grade repetition to facilitate informed decision making
- Schools should make repetition decisions based on multiple forms of data and analysis
- Students' developmental level and self-concept should contribute to potential decisions.¹⁰

There is a major economic cost of repetition, even where repetition may be considered desirable on either educational or social grounds. Based on the annual estimated costs of primary and junior secondary education of Rp235,000 and Rp325,000 per year respectively, then in the relatively small sample of SDs surveyed here, the annual cost is Rp77 million for SD and Rp52 million for SMP (Table 44). The total of Rp129 million is the equivalent of the salary cost of about 10 primary school teachers.

Allowing for data errors even as high as say, 50%, the costs are still very significant, especially if the calculations are extrapolated to all schools in a district.

Table 44: Estimated Costs of Grade Repetition

School Type	Annual cost per student	Students repeating in sample	Annual cost of repeating students in sample
SD	Rp 235,000	329	Rp 77 million
SMP	Rp 325,000	45	Rp 52 million

Therefore, as part of their consideration of strategies for efficiency, districts may well discover some important ways in which educational quality and economic outcomes can be improved by examining issues such as grade repetition. It is recommended that grade repetition be investigated as a contribution to both improving the quality of education and in terms of economic efficiency.

6.9 Discussion and recommendations

This section discusses issues arising from the survey of learning and teaching in schools and also specifically lists additional actions that are proposed. Recommendations are made to further strengthen the quality of learning and teaching and to enhance the prospect of sustainable change in schools. They are intended to make the successful and strong outcomes from MBE even better.

The outcomes of the work to enhance the quality of teaching and learning have been documented in this section of the Report. The outcomes are impressive. Large numbers of teachers have been trained and they have been observed to be implementing student-centred active learning in classrooms, not sporadically, but often a whole-of-school basis, particularly in primary schools.

¹⁰ Fager, J. and Richen, R. (1999) *When Students Don't Succeed: Shedding Light on Grade Retention*. Portland, Northwest Regional Educational Laboratory. Available: www.nwrel.org/request/july99/index.html

Students have also been observed in their active engagement in learning. Their positive and enthusiastic response to changes in teaching is apparent. Confirmation of the positive result of the work of teachers and children is in the test scores which show improved outcomes across the curriculum.

The continuing professional development of teachers is essential to sustain existing gains and to provide them with the professional support and skills needed to make their teaching even better. The KKG and MGMP have an important role to play in this.

Recommendation 8: MBE provide further assistance to districts and to schools in developing the KKG and MGMP for continuing professional development.

Among the many possible areas of focus for professional development, one stands out for particular attention. This is the idea of using formative assessment and feedback. The monitoring shows that giving feedback to students is among the weaker areas of teacher classroom behaviour. Because giving and receiving constructive feedback is identified in educational research as a key element in improving student learning, the following is recommended:

Recommendation 9: Formative assessment and feedback should be areas for specific attention in future teacher professional development activities.

Monitoring has revealed that the use of libraries and reading corners in primary schools is the weakest feature of school and classroom learning environments.

Recommendation 10: MBE study the reasons for the weakness in library use and work with schools and communities in developing effective and sustainable ways of strengthening this resource for learning.

As part of their consideration of strategies for efficiency, districts may well discover important ways in which both educational quality and economic outcomes can be improved by examining grade repetition in schools.

Recommendation 11: It is recommended that grade repetition be investigated as a contribution to both improved educational quality and economic efficiency.

Appendix 1: Schools Monitored in 2005

Name of District and School	Status N=state S=private	Students			Teachers					Student/ Teacher Ratio
		Male	Female	Total	Male	Female	Civil Servant	Non civil servant	Total	
PATI										
SD Sidomulyo 02	N	72	61	133	1	6	1	0	7	19.0
SDN Kutoharjo 03	N	112	130	242	2	7	3	6	9	26.9
SDN Pati Lor 02	N	135	137	272	2	6	7	1	8	34.0
SDN Sonorejo	N	77	84	161	3	6	8	1	9	17.9
MI Miftahul Huda	S	52	51	103	13	4	1	16	17	6.1
SMPN 04 Pati	N	369	336	705	17	30	43	4	47	15.0
SMPN 02 Jakenan	N	365	365	730	28	48	44	32	76	9.6
MTs Islam Pati	S	137	122	259	9	21	4	26	30	8.6
PACITAN										
SDN Padi I	N	52	38	90	6	3	7	2	9	10.0
SD Baleharjo II	N	265	292	557	9	13	16	6	22	25.3
SDN Ploso II	N	73	80	153	3	11	9	5	14	10.9
SDN Bungur I	N	69	57	126	5	6	7	4	11	11.5
MIN Bungur	N	56	44	100	4	5	4	5	9	11.1
MI Al Huda Ploso	N	117	102	219	6	7	8	5	13	16.8
SMPN 3 Pacitan	N	345	279	624	15	32	35	12	47	13.3
MTs Negeri Pacitan	N	260	207	467	12	18	23	7	30	15.6
SMPN 3 Tulakan	N	221	277	498	15	9	9	15	24	20.8
PROBOLINGGO										
SDN Betek 1	N	55	75	130	3	6	6	3	9	14.4
SD Bremit 1	N	112	111	223	7	10	8	9	17	13.1
SD Semampir 1	N	111	90	201	5	7	9	3	12	16.8
SDN Kedung Dalem I	N	196	199	395	4	15	16	3	19	20.8
SDN Kedung Dalem II	N	128	100	228	3	10	11	2	13	17.5
MI Nahdatul Ulama	S	225	251	476	11	13	6	18	24	19.8
MI Tarbiyatul Islam	S	83	73	156	6	2	2	6	8	19.5
SMPN 1 Kraksaan	N	273	316	589	14	22	24	12	36	16.4
SMPN 1 Dringu	N	336	311	647	13	23	29	7	36	18.0
MTs Darunnajah	S	52	45	97	5	5	1	9	10	9.7

Name of District and School	Status N=state S=private	Students			Teachers					Student/ Teacher Ratio
		Male	Female	Total	Male	Female	Civil Servant	Non civil servant	Total	
BANYUWANGI										
SDN 7 Jajag	N	66	71	137	3	6	7	2	9	15.2
SDN 2 Jajag	N	146	164	310	6	8	12	2	14	22.1
SDN 1 Jajag	N	177	159	336	6	10	12	4	16	21.0
SDN 5 Jajag	N	129	117	246	3	8	9	2	11	22.4
MI N Sobo Banyuwangi	N	119	130	249	6	15	15	6	21	11.9
SD Islam Al Khairiyah	S	264	228	492	10	8	0	18	18	27.3
MTs N Banyuwangi I	N	432	469	901	21	18	28	11	39	23.1
SMPN 2 Gambiran	N	315	324	639	56	28	64	20	84	7.6
SMPN 1 Banyuwangi	N	304	447	751	26	31	45	12	57	13.2
KEBUMEN										
SDN 2 Ambalresmi	N	88	97	185	2	5	4	3	7	26.4
SDN 3 Kemukus	N	64	54	118	3	4	4	4	8	14.8
SDN Patemon	N	116	91	207	2	6	7	1	8	25.9
SDN Ambal Kliwonan	N	158	127	285	2	6	6	2	8	35.6
MIM Kalitengah	N	88	67	155	4	6	2	8	10	15.5
MTs Negeri Gombong	N	322	291	613	23	20	31	12	43	14.3
SMPN 2 Ambal I	N	242	234	476	17	12	15	14	29	16.4
SMPN 3 Gombong	N	307	292	599	16	12	25	3	28	21.4
BANYUMAS										
SDN I Kebasen	N	123	108	231	1	7	7	1	8	28.9
SDN 3 Kalisalak	N	115	103	218	3	5	5	3	8	27.3
SDN I Ajibarang Wetan	N	177	171	348	5	5	9	1	10	34.8
SDN 3 Pancasan	N	108	77	185	2	5	5	2	7	26.4
MI Muhammadiyah	S	48	66	114	3	3	4	2	6	19.0
SMPN 3 Ajibarang	N	380	379	759	16	22	25	13	38	20.0
SMP Muhammadiyah	S	78	85	163	3	9	12	0	12	13.6
MTs Ma'arif NU I	S	218	258	476	11	10	1	20	21	22.7

Name of District and School	Status N=state S=private	Students			Teachers					Student/ Teacher Ratio
		Male	Female	Total	Male	Female	Civil Servant	Non civil servant	Total	
MADIUN										
SDN I Panduan	N	120	128	248	4	10	14	0	14	17.7
SDN 03 Kanigoro	N	136	113	249	3	9	12	0	12	20.8
SDN 05 Manisrejo	N	136	114	250	2	11	13	0	13	19.2
SDN Sogaten	N	133	116	249	3	8	11	0	11	22.6
MI Islamiyah 03	S	203	221	424	6	16	5	17	22	19.3
SMPN 11 Madiun	N	390	405	795	18	33	48	3	51	15.6
SMPN 6 Madiun	N	355	377	732	22	30	48	4	52	14.1
MTs N Madiun	S	297	297	594	23	36	41	18	59	10.1
BLITAR										
SDN Babadan 01	N	340	350	690	9	16	22	3	25	27.6
SDN Kendalrejo 01	N	95	119	214	3	7	10	0	10	21.4
SDN Wortorejo 01	N	126	108	234	5	7	10	2	12	19.5
SDN Tangkil 01	N	115	100	215	1	7	7	1	8	26.9
MI Negeri	N	57	57	114	5	8	4	9	13	8.8
SMPN I Wlingi	N	497	642	1139	35	38	62	11	73	15.6
SMPN I Kanigoro	N	446	562	1008	35	23	49	9	58	17.4
MTs N Jabung	N	312	355	667	26	20	27	19	46	14.5
BATU										
SDN Sisir 01	N	141	127	268	3	8	8	3	11	24.4
SDN Tulung Rejo 04	N	113	139	252	5	4	8	1	9	28.0
SDN Beji I	N	155	156	311	4	6	8	2	10	31.1
SDN Punten 01	N	166	118	284	2	11	8	5	13	21.8
SDN Punten 02	N	90	90	180	3	4	5	2	7	25.7
MI Bustanul Ulum	S	270	227	497	7	10	1	16	17	29.2
SMPN 3 Batu	N	317	363	680	20	21	37	4	41	16.6
SMPN 4 Batu	N	240	275	515	26	22	26	22	48	10.7
MTs Ma'arif "Hasyim	S	371	367	738	26	24	4	46	50	14.8

Appendix 2: Implementation Progress 2004 – 2005 (Based on Approved PMEP) ¹¹

Objectives, Intermediate Results Areas, Outcomes, and Activities	Verifiable Indicators	Data Sources and/or Instrument	Levels of aggregation & disaggregation	2004 Target		2004 Actual		2005 Target		2005 Actual		2006 Target		2006 Actual		Explanatory Notes
PROJECT OBJECTIVE: HELP LOCAL GOVERNMENT TO IMPROVE THE EFFICIENCY AND EFFECTIVENESS OF THEIR BASIC EDUCATIONAL SERVICES																
Project Outcome: Efficient, effective and equitable management of basic education services reflected in the preparation, implementation and updating of data - based plans for the improved management of educational services.	Number of participating sub districts that have prepared and implemented educational plans meeting criteria*	Dinas Planning documents	Sub District	10 Sub Districts	All sub districts	20 Sub Districts	All 9 Districts	40 Sub Districts		2005 does not include Batang 2005 data and reporting adjusted to reflect District planning (not sub district).						
Project Outcome: Districts implement equitable systems of adequate direct funding to schools to support operations and maintenance	Number of Districts implementing formula based funding to schools	Dinas Planning documents	District	2 Districts	2 Districts	6 Districts	6 Districts	8 Districts								

¹¹ The summary data presented here seeks to present information that allows between -year comparisons to be made. However, the data presented must be interpreted with caution for the following reasons: (1) 2004 monitoring commenced before the PMEP was either written or approved by USAID and so the technical basis for monitoring in 2004 and 2005 is different. (2) It follows that some different data collection instruments and procedures were used in each year, and; (3) that different data analysis and data presentation methods were used in the reports for each year. This means that between year data is not necessarily directly comparable although every effort in preparing this Appendix has been made to achieve comparability. Finally, as the data presented here is in very brief summary form, the reader is encouraged to study the full monitoring reports for each year to get a more accurate representation of MBE activities and outcomes.

Some references are made to Phase 3 in the Appendix. Note that 2005 monitoring program did not include the recently admitted Phase 3 districts and schools.

Objectives, Intermediate Results Areas, Outcomes, and Activities	Verifiable Indicators	Data Sources and/or Instrument	Levels of aggregation & disaggregation	2004 Target		2004 Actual		2005 Target		2005 Actual		2006 Target		2006 Actual		Explanatory Notes
	Number of District and sub District practices contributing to improved, sustainable service efficiency and effectiveness.	MSC Indicator Case studies of good practice Lessons learned matrix Sustainability indicator	Sub District & District	n/a		n/a		n/a		n/a		n/a		n/a		These indicators reflect evaluation strategies and it is not appropriate to specify targets and provide reports. 2005 study proposed; 2004 studies not undertaken (monitoring preceeded the specification of this indicator).
INTERMEDIATE RESULT AREA 1: DECENTRALIZED MANAGEMENT AND GOVERNANCE OF SCHOOLS																
IR 1.1: Increased capacity of local governments to plan for and manage education services																
Objective: 1: Improve District level planning																
Output 1.1: Plans for the management of basic education services, based on school data are produced and updated annually for each sub district	Number of participating sub districts that have educational plans meeting listed criteria	Planning documents	Sub District	Plans made for 10 Sub Districts		All sub districts		Plans made for 20 Sub Districts		All 9 Districts		Plans made for 40 Sub Districts				2005 does not include Batang 2005 data and reporting adjusted to reflect <u>District</u> planning (not sub district).

Objectives, Intermediate Results Areas, Outcomes, and Activities	Verifiable Indicators	Data Sources and/or Instrument	Levels of aggregation & disaggregation	2004 Target		2004 Actual		2005 Target		2005 Actual		2006 Target		2006 Actual		Explanatory Notes
Activity 1.1.1: Conduct district level management and governance workshops in: - general education management - school mapping and data collection - data analysis and planning - formula funding	No. of District and sub district officials completing workshops	Workshop records	District	Work-shops conduct-ed for 10 Districts	Work-shops conduct-ed for 10 Districts	Work-shops conduct-ed for 20 Districts	Work-shops conduct-ed for 20 Districts	Work-shops conduct-ed for 20 Districts	Work-shops conduct-ed for 20 Districts							
Activity 1.1.2: Support workshop activities by consultant visits	No of visits by MBE consultants per District per year	Project records of consultant visits to Districts	District	All Districts visited	All Districts visited	All Districts visited	All Districts visited	All Districts visited	All Districts visited							
Objective 2 : Increase the efficiency of the use of resources (facilities and workforce)																
Output 2.1: School mergers occur where need to achieve efficiencies through mergers has been demonstrated	No. and type of schools merged.	Dinas	Sub-District	Plans made in Phase 1 & 2 Sub Districts	Plans made in Phase 1 & 2 Sub Districts. Mergers reported in all 5 districts	30% of planned schools merged in Phase 1 & 2 Sub Districts Plans made in Phase 3 Sub Districts	Target of 30% mergers in Phase 1 exceeded Estimated that planned mergers in Phase 2 have also been achieved. Phase 3 not monitored	60% of planned schools merged in Phase 1 & 2 Sub Districts 30% of planned schools merged in Phase 3 S/Districts								

Objectives, Intermediate Results Areas, Outcomes, and Activities	Verifiable Indicators	Data Sources and/or Instrument	Levels of aggregation & disaggregation	2004 Target		2004 Actual		2005 Target		2005 Actual		2006 Target		2006 Actual		Explanatory Notes
Output 2.2: Creation of multi-grade schools where need to achieve efficiencies through their creation has been demonstrated	No and type of multi-grade schools created	Dinas	Sub-District	Plans made in Phase 1 & 2 Sub Districts	Plans made in Phase 1 & 2 Sub Districts. M/G schools reported in all 5 districts	30% of planned schools merged in Phase 1 & 2 Sub Districts	36 schools had been created, exceeding the 30% target set	60% of planned schools merged in Phase 1 & 2 S/Districts	30% merged in Phase 3 S/Districts							
Output 2.3: Deployment of teachers more closely related to students numbers	Number of teachers redeployed compared to targets set in S/District plans	Dinas School-level monitoring instruments	Sub District Disagg by type of school	Plans made in Phase 1 & 2 S/Districts	Plans made	30% re-deployed within year	Targets have been achieved in all cases except for principals in Pacitan.	30% re-deployed within year								
Activity 2.1.1: Review of current practice: are there already mergers/multi grade schools/plans to rationalise teacher deployment?	Review Report	Review Report	Project		Complete in 2004											
Activity 2.1.2: School mapping/data collection and analysis	Report on mapping/data collection	Study Report	Project	Updated in Phase 1 & 2 Districts	Completed	Phase 3 collection Updated in Phase 1 & 2 Districts	Phase 3 collection completed Updating in 78% of Phase 1 & 2 Districts	Updated in all Districts								

Objectives, Intermediate Results Areas, Outcomes, and Activities	Verifiable Indicators	Data Sources and/or Instrument	Levels of aggregation & disaggregation	2004 Target		2004 Actual		2005 Target		2005 Actual		2006 Target		2006 Actual		Explanatory Notes
Activity 2.1.3 Support district planning for school rationalisation and teacher (re)deployment	District plans available for school rationalisation and teacher (re)deployment	Dinas	Sub District	Made in 10 Districts.	Not clear from report.	Made in Phase 2 Districts and updated in Phase 1	One third of districts have plans for school rationalisation and teacher (re)deployment.	Made in Phase 3 Districts and updated in Phase 1 & 2								
Objective 3: Improve the management, maintenance and repair of buildings																
Output 3.1: Districts delegate the management of maintenance and repair of facilities to school committees	Number of Districts delegating the management of maintenance and repair of facilities to school committees	Dinas records	District	3 Districts	5 Districts	6 Districts	9 Districts	12 Districts								
Output 3.2: The number of classrooms in good repair increases in target sub districts	No. of classrooms in good repair	Dinas records	Sub District	Plans made in Phase 1 Districts	Plans made in Phase 1 Districts	Plans made in Phase 2 Districts. Increases by 5% on year 1 in Phase 1 Districts	Pans been made in all Phase 1 and 2 districts except Probolinggo. 5% improvement in good repair has been achieved in 2 of 4 Phase 1 districts.	Plans made in Phase 3 Districts. Increases by 5% on previous year in 1 & 2 Districts								

Objectives, Intermediate Results Areas, Outcomes, and Activities	Verifiable Indicators	Data Sources and/or Instrument	Levels of aggregation & disaggregation	2004 Target		2004 Actual		2005 Target		2005 Actual		2006 Target		2006 Actual		Explanatory Notes
Activity 3.1.1: Review of current practice: is there rationalisation of facilities; how is funding prioritised and allocated; how is renovation and repair managed?	Review Report	Study Report	Project			Completed in 2004										
Activity 3.1.2: School mapping/data collection and analysis	Report on mapping/data collection	Study Report	Project	Made in Phase 1 & 2 Districts		Completed		Phase 3 collection Updated in Phase 1 & 2 Districts		Phase 3 collection completed Updating in 78% of Phase 1 & 2 Districts		Updated in all Districts				
Activity 3.1.3: Support the development of prioritised plans for facilities management, maintenance and repair	District plans for facilities management, maintenance and repair prioritised according to schools demonstrating greatest need	Dinas records	District	Plans made in Phase 1 Districts		Plans made in Phase 1 Districts		Plans made in Phase 2 Districts Up - dated in Phase 1 Districts		All Phase 1 districts, except Proboling go, have updated plans and all Phase 2 districts have made plans		Plans made in Phase 3 Districts Up - dated in Phase 1 & 2 Districts				
	RIPS includes planning for facilities management, maintenance and repair prioritised according to school's areas of greatest educational need	RIPS	School	Plans made in Phase 1 & 2 Districts		Not clear from report.		Plans made in Phase 3 Districts Up - dated in Phase 1 & 2 Districts		Target not achieved		Up - dated in all Districts				

Objectives, Intermediate Results Areas, Outcomes, and Activities	Verifiable Indicators	Data Sources and/or Instrument	Levels of aggregation & disaggregation	2004 Target		2004 Actual		2005 Target		2005 Actual		2006 Target		2006 Actual		Explanatory Notes
Activity 3.1.4: Provide support to school committees in facilities management	Facilities management, maintenance and repair guidelines available in MBE schools	School-level monitoring instruments	School	Annual program support provided		Not clear from report		Annual program support provided		Annual program support provided		Annual program support provided				
Objective 4: Work towards more adequate, equitable and efficient funding																
Output 4.1: Increased direct funding for school operations and maintenance from APBD	Percentage change in funding - between year comparisons of funding levels	District & Dinas records and plans*	District Disagg by type of school	Increases by 10% per year in Phase 1 & 2 Districts		3 Districts		Increases by 10% per year in all Districts		Not achieved. Kebumen increased by 9.3%.		Increases by 10% per year in all Districts				* Rupiah amount allocated for all schools from district APBD in MBE districts (including schools not supported by MBE)
Output 4.2 : More equitable funding to schools based on formula	District & Dinas have a documented approach to formula funding	District and Dinas records	District	FF applied in 3 Districts		2 Districts		FF applied in 6 Districts		6 Districts		FF applied in 12 Districts				
Activity 4.1.1: Review current situation: allocation and use of funding at District level; target school financing	Review document	Initial survey reports		Conduct/ Review Initial survey		Not clear from report		Conduct/ Review Initial survey		9 Districts		Review Initial surveys				Results of 2003 district surveys reported in 'Initial District Surveys' August 2003.
Activity 4.1.2: School mapping/data collection and analysis	School mapping completed in sub districts	Study Report	Project	Made in Phase 1 Districts		Not clear from report		Made / updated in Phase 1 & 2 Districts		Phase 1: 2/4 Districts Phase2: 5/5 Districts		Made / updated in all Districts				

Objectives, Intermediate Results Areas, Outcomes, and Activities	Verifiable Indicators	Data Sources and/or Instrument	Levels of aggregation & disaggregation	2004 Target		2004 Actual		2005 Target		2005 Actual		2006 Target		2006 Actual		Explanatory Notes
Activity 4.1.3: Develop formula funding for schools	Formula developed	Training materials	Project	Formula dissem.	Formula dissem. All Districts.	Formula dissem.	Formula dissem. All Districts	Formula dissem.	Formula dissem. All Districts	Formula dissem.	Formula dissem. All Districts	Formula dissem.	Formula dissem.			
Activity 4.1.4: Refine, implement and monitor application of formula funding	Formula applied at District level	Monitoring Reports		FF applied in 3 Districts	2 Districts	FF applied in 6 Districts	6 Districts	FF applied in 12 Districts	FF applied in 12 Districts							
PROJECT OBJECTIVE: STRENGTHEN THE POSITION AND ROLE OF LOCAL STAKEHOLDERS IN THE PLANNING, MANAGEMENT AND DELIVERY OF BASIC EDUCATION																
Project Outcome: MBE project schools meet criteria of having active functioning School Committee and increased community support	Number of project schools that meet all criteria*	School Monitoring Reports	Sub district	80 schools	65 schools	160 schools	127 schools	320 schools								Criteria: - implement School Based Management - having active functioning School Committee - increased community support
	Number of community practices that contribute to sustainable quality improvement in local planning, management and delivery of basic education	MSC Indicator Case studies of good practice Lessons learned matrix Sustainability indicator	School	n/a	n/a	n/a	n/a	n/a	n/a							These impact indicators reflect evaluation strategies and it is therefore not appropriate to specify targets.

Objectives, Intermediate Results Areas, Outcomes, and Activities	Verifiable Indicators	Data Sources and/or Instrument	Levels of aggregation & disaggregation	2004 Target	2004 Actual	2005 Target	2005 Actual	2006 Target	2006 Actual	Explanatory Notes
	The number of gender-related problems in the management of the school are identified and this number declines over the life of the project	Gender indicator	School	n/a	n/a	All Phase 1 & 2 schools informed of gender indicators	In process	All Phase 3 schools informed of gender indicators. Decline in number of problems in Phase 1 & 2 schools		The Gender Indicator lists gender-related themes to be evaluated. In the life of the project the target is to secure a continuing overall decline in the number of discriminatory practices / problems identified.
IR 1.2: Increased community participation in the provision of education										
Objective 5: Develop models of school and community based planning and management										
Output 5.1: School Development Plan (RIPS) and Integrated School Budget (RAPBS) focused on quality improvement developed with community participation will be annually updated and publicly available.	Number of MBE schools with a School Development Plan (RIPS) and Integrated School Budget (RAPBS) meeting criteria*	School-level monitoring instruments	Sub District	80 schools have RIPS 70 schools have displayed RAPBS	65 schools have RIPS 46 schools have displayed RAPBS	160 schools have RIPS 140 schools have displayed RAPBS	92 (51%) of all schools in Phase 1 and 2 meet all the listed criteria of planning and budgeting.	320 schools have RIPS 280 schools have displayed RAPBS		Both RIPS and RAPBS - developed with community participation - regularly updated - publicly displayed - monitored by School Committee
Output 5.2: School principals provide instructional leadership to teachers	Number of MBE schools with a principal meeting criteria* of instructional leadership	School-level monitoring instruments	School	50 schools	42 schools	100 schools	141 schools	200 schools		* Criteria include: - Principal monitors teachers - Principal supports teachers' work/encourages innovation - Principal encourages all teachers to attend KKG/MGMP

Objectives, Intermediate Results Areas, Outcomes, and Activities	Verifiable Indicators	Data Sources and/or Instrument	Levels of aggregation & disaggregation	2004 Target		2004 Actual		2005 Target		2005 Actual		2006 Target		2006 Actual		Explanatory Notes
Output 5.3: School principals provide leadership to the community	Number of MBE schools with a principal meeting criteria* of community leadership	School-level monitoring instruments	School	50 schools	23 schools	100 schools	121 schools	200 schools								* Criteria include: - Principal holds meetings with community/parents to explain educational work of the school - Principal holds regular meetings with community to support /encourage their participation
Output 5.4: Increased stakeholder satisfaction	Increased satisfaction expressed by parents, students and teachers with MBE inputs	Satisfaction surveys targeted to stakeholder groups	School and community	Baseline satisfaction levels established	Survey not conducted. Report suggests satisfaction	Satisfaction among all stakeholders shows improvement on 2005	Survey to be conducted	Satisfaction among all stakeholders shows improvement on 2006								Note: Satisfaction levels among teachers will be a critical indicator of implementation success and issues related to MBS
Activity 5.1.1: Study of principals	School Principal Study	Study Report	Project		Completed (Quarterly Report Jun 2004)											
Objective 6: Develop the role of the School Committee																
Output 6.1: School Committees will have been organized in all project schools and will be functioning according to set criteria	Number of MBE schools that have active and functioning School Committees meeting all criteria*	School-level monitoring instruments	Sub District	60 schools	24 schools	120 schools	126 schools	240 schools								* - meeting at least 4 times a year - actively involved in school management and supervision
Activity 6.2.1: School and community training to develop RIPS and RAPBS	School and community participation in RIPS and RAPBS training	Project training records	Project	90% target schools	All schools	90% target schools	All schools	-								

Objectives, Intermediate Results Areas, Outcomes, and Activities	Verifiable Indicators	Data Sources and/or Instrument	Levels of aggregation & disaggregation	2004 Target	2004 Actual	2005 Target	2005 Actual	2006 Target	2006 Actual	Explanatory Notes
Activity 6.2.2: Study of school committees	School Committee Study	Study Report	Project		Study Completed					
Objective 7: Increase the role of the community in target schools										
Output 7.1: Parental and community assistance to schools will have increased in financial and in-kind terms	Number of MBE schools that meet criteria*	School-level monitoring instruments	Sub District	50 schools	31 schools	100 schools	109 schools	200 schools		* Criteria: increase in - in kind contributions to school activities - financial contributions to school activities
Output 7.2: Community support of teaching and learning in schools will have increased	Number of MBE schools where parents help teachers regularly in at least one classroom	School-level monitoring instruments	Sub District	10 schools have parents groups Parents assist in in 10 schools	11 schools	20 schools have parents groups Parents assist in 20 schools	96 schools	40 schools have parents groups Parents assist in 40 schools		
Output 7.3: Schools adopt active community strategy in maintaining and improving the school facilities	Number of MBE schools' School Committees - actively involved in maintaining and improving the school facilities	School Committee Minutes School-level monitoring instruments	Sub-District	50 schools	43 schools	100 schools	112 schools	200 schools		
Activity 7.2.1: Training of school principals, teachers, parents and communities in MBS	No of parents + community members trained	Project training records	Project	90% target schools	All schools	90% target schools	All schools			

Objectives, Intermediate Results Areas, Outcomes, and Activities	Verifiable Indicators	Data Sources and/or Instrument	Levels of aggregation & disaggregation	2004 Target	2004 Actual	2005 Target	2005 Actual	2006 Target	2006 Actual	Explanatory Notes
Activity 7.2.2: Provide technical support to school committees/communities in educational management and support	Support provided to MBE schools	School-level monitoring instruments	School and community	Annual program support provided	Annual program support provided	Annual program support provided	Annual program support provided	Annual program support provided		
IR 1.3: Replication of local government best practices										
Objective 8: Improve the management of the dissemination of school development										
Output 8.1: Districts use their own resources to implement a program of dissemination of MBE approaches to additional sub districts and schools	No. of non-target schools trained No. of participants trained (disaggregated by role and gender)			District – level report on non target schools trained	Achieved: Refer data table in 2004 Mon. Report, p. 15	District – level report on non target schools trained	Achieved: Refer data in 2005 Mon. Report, p. 54.	District – level report on non target schools trained		
Output 8.2: Manage long term dissemination of MBE project innovation by supporting diverse dissemination strategies	No. of outputs in relation to each of the listed activities*			Annual planning targets for dissemination outputs achieved	Targets have not been set apart for Suara MBE An 'opportunistic' dissemination strategy has been followed.	Annual planning targets for dissemination outputs achieved	Targets have not been set apart for Suara MBE An 'opportunistic' dissemination strategy has been followed.	Annual planning targets for dissemination outputs achieved		*- study visits to view best practice - newsletter publication - MoNE and CLGI/YIPD activities - other best practices

Objectives, Intermediate Results Areas, Outcomes, and Activities	Verifiable Indicators	Data Sources and/or Instrument	Levels of aggregation & disaggregation	2004 Target		2004 Actual		2005 Target	2005 Actual		2006 Target		2006 Actual		Explanatory Notes
PROJECT OBJECTIVE: CONTRIBUTE TO IMPROVING THE QUALITY OF BASIC EDUCATION IN SELECTED DISTRICTS															
INTERMEDIATE RESULT AREA 2: IMPROVED QUALITY OF TEACHING AND LEARNING															
Project Outcome: Schools in project sub districts adopt PAKEM approach to quality improvement in learning and teaching	Number of schools in project sub districts that have adopted the PA KEM approach	Dinas education records	Sub District Disagg by type of school	Adopted in 40 SD/MI; 4 SLTP/ MTs		Adopted in 40 SD/MI;not reported for SLTP/ MTs		Adopted in 80 SD/MI; 8 SLTP / MTs		Adopted in 111 SD/MI; 48 SLTP / MTs		Adopted in 160 SD/MI; 16 SLTP/ MTs			
Project Outcome: Student learning achievement (LA) in core subjects improves over time	Number of project schools showing increase in students' learning achievement	Learning achievement tests	Agg: school Disagg by : gender type of school	Increase in 30% SD/MI Increase in 20% SLTP / MTs		Test results report baseline; no increase can be determined yet.		Increase in 30% SD/MI Increase in 20% SLTP / MTs		Increase in 39% SD/MI SMP tests have no comparat or		Increase in 30% SD/MI Increase in 20% SLTP / MTs			Experience indicates that progress in junior secondary schools (SLTP/MTs) will be slower than in elementary schools (SD/MI)

Objectives, Intermediate Results Areas, Outcomes, and Activities	Verifiable Indicators	Data Sources and/or Instrument	Levels of aggregation & disaggregation	2004 Target		2004 Actual		2005 Target		2005 Actual		2006 Target		2006 Actual		Explanatory Notes
Project Outcome: Schools demonstrate evidence of improvement in the management of the learning and teaching environment and of the resources that support overall school performance	Percentage of MBE schools demonstrating improvement against key output indicators in this PMEP	PMEP	School	Phase 1: 50% SD/MI; 30% SLTP/ MTs show improvement in 4+ criteria Phase 2: 40% and 20%	Not reported			Phase 1: 60% SD/MI; 40% SLTP/ MTs show improvement in 4+ criteria Phase 2: 50% and 30%		67% of all schools in Phase 1 & 2 show improvement in 4+ criteria		Phase 1: 80% SD/MI; 60% SLTP/ MTs show improvement in 4+ criteria Phase 2: 70% and 50% Phase 3: 40% and 20%				Key PMEP output indicators of school performance will include: 5.1 – 5.3; 6.1 – 6.2 10.1 – 10.2 11.1
	The number of gender -related problems in learning and teaching are identified and this number declines over the life of the project	Gender indicator	School	n/a	n/a			All Phase 1 & 2 schools informed of gender indicators		In process		All Phase 3 schools informed of gender indicators. Decline in number of problems in Phase 1 & 2 schools				The Gender Indicator lists gender-related themes to be evaluated. In the life of the project the target is to secure a continuing overall decline in the number of discriminatory practices/ problems identified in learning and teaching.
	Number of practices in schools and sub districts that contribute to sustain able quality improvement in learning and teaching	MSC Indicator Case studies of good practice Lessons learned matrix Sustainability indicator	Sub District	n/a	n/a			n/a		n/a		n/a		n/a		These impact and process indicators reflect evaluation strategies and it is therefore not appropriate to specify targets.

Objectives, Intermediate Results Areas, Outcomes, and Activities	Verifiable Indicators	Data Sources and/or Instrument	Levels of aggregation & disaggregation	2004 Target		2004 Actual		2005 Target	2005 Actual		2006 Target		2006 Actual		Explanatory Notes
2.1: Better teacher performance as a result of in -service teacher training															
Objective 9: Develop models of improved teacher performance in classroom management practices															
Output 9.1: Teachers demonstrate evidence of planning that supports active learning in their classroom	Number and percentage of teachers presenting evidence of improved planning. (Teachers present evidence of at least two of the criteria*)		Sub District	Phase 1: 50% of SD/MI, 20% of SLTP/MTs have at least 2 classes with teachers meeting criteria	n/a	Phase 1 & 2: 60% of SD/MI, 30% of SLTP/MTs have at least 2 classes with teachers meeting criteria	Phase 1 & 2: 64% of SD/MI, 63% of SLTP/MTs have at least 2 classes with teachers meeting criteria	All phases: 70% of SD/MI, 40% of SLTP/MTs have at least 2 classes with teachers meeting criteria		* Criteria include: - long-term teaching plans made - a recent, personally constructed, lesson plan that supports the implementation of PAKEM - preparation (eg., teaching aids) that supports the implementation of PAKEM					
Output 9.2: Teachers demonstrate improved performance	Number and percentage of teachers demonstrating at least two new behaviours in the classroom *	Observation records	School	Phase 1 schools: 60% of teachers trained demonstrate behaviours	56% SD/MI and 60% SMP/MTs	Phase 1 and 2 schools: 70% of teachers trained demonstrate behaviours	In both Phases, 95% of SD/MI teachers and 96% of SMP/MTs teachers	Phase 1, 2 and 3 schools: 80% of teachers trained demonstrate behaviours		* Behaviours include: - use of pair/group work - asking non-recall questions - making and using own teaching aids - helping students individually with tasks - adopting formative assessment methods and giving feedback to students					
Activity 9.1.1 : Provide technical support to teachers, principals, parents, school committees/communities in learning & teaching	Support provided to MBE schools	School-level monitoring instruments	School	Annual program support provided	Annual program support provided	Annual program support provided	Annual program support provided	Annual program support provided							

Objectives, Intermediate Results Areas, Outcomes, and Activities	Verifiable Indicators	Data Sources and/or Instrument	Levels of aggregation & disaggregation	2004 Target	2004 Actual	2005 Target	2005 Actual	2006 Target	2006 Actual	Explanatory Notes
IR2.2: Better student and school performance										
Objective 10: Improve student performance										
Output 10.1 : Active learning focused on developing students's competencies	MBE schools have classrooms that meet at least three criteria*:	School-level monitoring instruments	District	Phase 1: 50% of SD/MI, 20% of SLTP /MTs have at least 2 classes	Phase 1: 58% of SD/MI, 20% of SLTP /MTs have at least 2 classes	Phase 1 & 2: 60% of SD/MI, 30% of SLTP /MTs have at least 2 classes	Phase 1 & 2: 86% of SD/MI, 89% of SLTP /MTs have at least 2 classes	All Phases: 70% of SD/MI, 40% of SLTP /MTs have at least 2 classes		*- students's work is written in their own words - local learning resources are used (local environment for outside activities or local resources such as people and materials) - students are encouraged to express their feelings, experiences and opinions - students participate actively: experimentsdiscussion
Output 10.2 : Improved student performance in specified classes and subject areas (literacy, numeracy, science, English (secondary only)	Increased number of students showing increase in learning achievements in specified classes and subject ar eas on MBE specific tests*	District Dinas education records	School & district	Increase in MBE test scores	Baseline year	Increase in MBE test scores	No schools with increased scores increased by at least 39% (range: 39 – 78%) according to subject	Increase in MBE test scores		* Disaggregated by gender and school level/type

Objectives, Intermediate Results Areas, Outcomes, and Activities	Verifiable Indicators	Data Sources and/or Instrument	Levels of aggregation & disaggregation	2004 Target		2004 Actual		2005 Target		2005 Actual		2006 Target		2006 Actual		Explanatory Notes
Activity 10.1.1: Student performance assessment conducted at baseline and every year thereafter to track impact	Baseline learning assessment completed and delivered; Y2 and Y3 comparative collections	Assessment instruments	Sub District	Phase 1 & 2: Update assessment Phase 3: Baseline assessment complete	Baseline year			Phases 1, 2, 3: Update assessment complete		Phases 1, 2: update assessments completed. Phase 3 baseline assessments completed		Phases 1, 2, 3: Update assessment complete				
Objective 11: Improve school performance																
Output: 11.1: Improvements in school / classroom environment	Number of MBE schools that meet at least three criteria of improvement*	School-level monitoring instruments	Sub District	40 SD/MI, 4 SLTP/MTs have at least 2 classes with relevant improvements	45 SD/MI, 14 SLTP/MTs have at least 2 classes with relevant improvements			80 SD/MI, 8 SLTP/MTs have at least 2 classes with relevant improvements		85 SD/MI, 43 SLTP/MTs have at least 2 classes with relevant improvements		160 SD/MI, 16 SLTP/MTs have at least 2 classes with relevant improvements				*Criteria: - the school environment is neat and attractive - flexible seating arrangements are used - students's work is displayed - libraries are open regularly / reading corners are provided (SD/MI only) and used
Output 11.2: Reduced grade repetition rates	Number of students repeating grades is reduced	School-level monitoring instruments	School	Phase 1 & 2: Baseline establish'd	n/a			Phase 1 & 2: reduction reported		Comparison with grade repetition rates in past years is not possible.		All Phases: reduction reported				